

Ontario. Legislative Assembly.
Standing Committee on Resources
Development.

30th Parliament. 4th Session.
April 1977.

Ch 200
XC13
-576

Government
Publications



No. R-2

Legislative Assembly

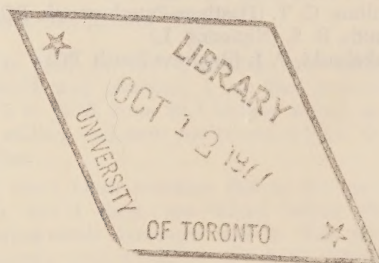
Legislature of Ontario Debates

Committee & Reserves

Official Report (Hansard) Daily Edition

Resources Development Committee

Estimates, Ministry of Housing



Fourth Session, 30th Parliament
Thursday, April 28, 1977

Speaker: Honourable Russell Daniel Rowe
Clerk: Roderick Lewis, QC

CONTENTS

A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

Daily contents of proceedings also appears at the back of this issue. Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff. Phone 965-2159.

STANDING RESOURCES DEVELOPMENT COMMITTEE

Chairman: Johnson, J. (Wellington-Dufferin-Peel, PC)

Vice-Chairman: Riddell, J. (Huron-Middlesex, L)

Bain, R. (Timiskaming, NDP)

Eakins, J. (Victoria-Haliburton, L)

Eaton, R. G. (Middlesex, PC)

Ferrier, W. (Cochrane South, NDP)

Hodgson, W. (York North, PC)

Lane, J. (Algoma-Manitoulin, PC)

Laughren, F. (Nickel Belt, NDP)

Martel, E. W. (Sudbury East, NDP)

McNeil, R. K. (Elgin, PC)

Reed, J. (Halton-Burlington, L)

Rollins, C. T. (Hastings-Peterborough, PC)

Smith, R. S. (Nipissing, L)

Yakabuski, P. J. (Renfrew South, PC)

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario.
Editor of Debates: Peter Brannan.

LEGISLATURE OF ONTARIO

THURSDAY, APRIL 28, 1977

The committee met at 9:10 a.m.

ESTIMATES, MINISTRY OF HOUSING (continued)

Mr. Chairman: We have a quorum so we might as well start. Who would like to start off?

On vote 2101:

Mr. Breaugh: I would like to get in a question which may require some preparation for an answer. Maybe if I could just read this now, the staff could have a couple of days to sort it out and get back to me. It would probably come under this vote at any rate. It really is an administrative matter.

Could we get the following details? Most of this we have in a slightly different form, or the numbers come out the wrong way. We would like to get broken down the public housing programmes, separating programmes for senior citizens and programmes for families, the rent supplemented buildings owned by private developers, and again separations for senior citizens and families.

Hon. Mr. Rhodes: Excuse me, you mean the number of supplement units in a building?

Mr. Breaugh: Yes. The supplement in non-profit buildings, again separated for seniors and families; the HOME units—not the lots but the units; and an indication as to whether they are included under OHAP or preferred lending or OHC, or how that's broken down; how many units—and again, not lots but units—were produced under the Ontario Housing Action Programme, if possible—I am not sure you can do this—broken down by income group; and how many of these were, in fact, produced under other programmes such as HOME and AHOP. We are having some difficulty sorting out what was produced under what particular programme, particularly the units that were produced for people on low or moderate incomes.

Hon. Mr. Rhodes: Can you use a time frame? Are you referring to last year, or the

last two years, or the last three years, for example?

Mr. Breaugh: It depends, I guess, on how complicated this is going to be to sort out. I would guess that all these numbers are there and available; it's a matter of presenting them in a slightly different way.

Hon. Mr. Rhodes: But how far back would you like us to go?

Mr. Breaugh: Oh, the last two years I think would do it. If it's not that difficult, it would be nice to be a little more comprehensive, but I would just like to see a breakdown on that.

[9:15]

We are just having some difficulty transposing different reports of different sets of numbers, so it would be of some assistance if we could do that.

Ross, if you had some specific items that you would like to get started on in this vote, I would be very happy to let you go ahead.

Mr. Hall: Are we referring to vote 2101 at this point, items 1 through 8?

Hon. Mr. Rhodes: Right.

Mr. Hall: In item 6, dealing with analysis, research and planning, I see that increased, 1975 to 1976, from \$2.1 million actual up to \$4 million, and now you've cut it back to \$3 million.

I don't know whether this is the specific area, but I think you talked before about housing-needs forecasts and is this where Barnard's work would be costed, Mr. Minister?

Hon. Mr. Rhodes: Yes.

Mr. Hall: Do you consider this work, by the nature of the way it was done, definitive for some period of time ahead, in terms of years?

Hon. Mr. Rhodes: Are you referring to the Barnard report?

Mr. Hall: Yes.

Hon. Mr. Rhodes: Considering the inaccuracy of the science of trying to predict population and what is going to happen, we'd like to think it has some validity. Certainly it's a guideline and it gives some indication of what the trends are, but as I think I have said before, it's not a perfect science and I am sure you know that from your own experience.

Yes, we would like to think the type of work that was done, the analysis that was done, and the projections that have been made are worthy of acceptance and should be considered as we make our plans ahead for the next, say, five-year bloc or 10-year bloc.

Mr. Hall: A lot of demographic work was done there which would be applicable to ministries other than Housing. Is this information now being considered a tool of government in economic planning, land-use planning and so on? It cost this government a good deal of money, and I suggest that if it is valid, if it is applicable, it should be shared with others so that it can be properly used. I don't like to see individual studies by individual ministries, each working in a vacuum. I'm not saying this is the case here, but I do think that if it is a good report it may have other uses and if you have not already shared it with other ministries, you should do so.

Hon. Mr. Rhodes: Certainly the report is in the hands of all other ministries, and in fact, the population figures that were used in the Barnard report were figures that were taken originally from TEIGA's figures, as to what their projections were, and then Barnard's report modifies those figures, if you will, as to what they see is going to happen over the next 25 years.

Mr. Hall: What is the comparison between Barnard's and the Ontario Economic Council's demographic projections? Have you taken a look at those to see whether, in combination with trends and options, Barnard and the Ontario Economic Council, and possibly a federal report, you finally do have a pretty valid document to look at in the future?

Hon. Mr. Rhodes: I'll let Mr. Burkus respond to that.

Mr. Burkus: Mr. Chairman, I believe the Ontario Economic Council last week published a series of reports on Ontario's economic trends for the next 10-year period. I noticed in the report that they did have

some population projections for a 10-year period. We haven't had the opportunity to analyse those projections in relation to the assumption that are in the Barnard report, but over a 10-year period they are not substantively different.

Hon Mr. Rhodes: Could I just add to that? I think you'll see in the Economic Council report that, without even looking at the numbers, they still are accepting the premise from their work that there will be a substantial decline in the birth rate and an accompanying decline in the population growth.

Perhaps the biggest problem we would have with numbers as far as population goes is the effect that the immigration policy of the federal government will have. If that immigration policy becomes more stringent, of course, that is going to reduce the number of people coming in, especially considering the percentage of immigrants who find their way to Ontario. The trends have been a reduction of that, plus the migration within Canada, as you know, is changing. Alberta, because of its economic situation, is finding a lot of people moving there who perhaps might have been coming to Ontario.

Mr. Hall: I appreciate that there are those factors that will enter into it, but I do just want to make the point that valid and expensive work for one ministry should be utilized in the whole programme as much as possible. At the same time, it disturbs me that—

Hon. Mr. Rhodes: Mr. Hall, could I just interrupt for a moment?

Mr. Hall: Yes.

Hon. Mr. Rhodes: You understand that the price of that particular study you're referring to was \$26,500, not the \$306,000 that's there?

Mr. Hall: No, I'm not worried about that. You're satisfied that, for whatever money you paid, it was the best available study that could be done, and it was properly done and thoroughly done?

Hon. Mr. Rhodes: I think we're satisfied that it's a worthwhile report.

Mr. Hall: I think it's a little much, however, even with any study like that, to place the people in different parts of the province. Would you agree that this is not a very definitive type of statement in that regard? Do you think it's really possible to take a report which takes into account birth rates

and net migration and immigration and so on and so forth, and then go on beyond and say so many are going to be here and so many are going to be there?

What I'm getting at is, a member of one of the other parties has used some of these figures to say, "Ah ha, there's only going to be so many people in Niagara." I think that is going beyond the final ability to plan that precisely. Tell me if I'm wrong.

Hon. Mr. Rhodes: I don't think the report attempts to say that there will be X number of people in any particular area. There are, as you go through the report, a number of variations from various parts of the province and there isn't just a set figure that you can say applies as a blanket across this whole province. So I don't think anyone can, with any degree of accuracy, pick any particular part of this province and say this is exactly what is going to happen here over the next 25 years. There are so many variables that can come into the equation that throw it all into a cocked hat. Aside from the Niagara region, let's take the northern region, where they indicate in the report that the growth will not be very extensive, and yet you know and I know that should there be a mineral find in part of northern Ontario those population figures are all thrown into a cocked hat. The place will grow.

Elliot Lake is a good example. I don't think there are too many people who thought a few years ago that Elliot Lake would be the size it is today, but it is.

Mr. Hall: Similarly, your go-east policy, if it had a massive set of circumstances created that would make it attractive to go east, you could shift away from another area. Over a period of time, by government intervention, you could cause people to be attracted to different areas.

Hon. Mr. Rhodes: Oh, surely. I think the announcement of the location of two of the office facilities to the eastern part of Ontario, Oshawa and Kingston, obviously is going to have an effect to move some people there. There will be some spinoff as a result of that which will see some population growth there. That is desirable from our point of view.

But more important than the numbers in that report, I think, are the trends it indicates; and we recognize there are a number of variables that can change some of those directions.

Mr. Hall: That's fine. These things will be coming along from time to time, and I think

it is nice to have these guides as communities and regions do their planning. I don't like to see them put in the light of saying, "Your thinking was all wrong, because this is now happening." Any planning committee can only live within the information that it has provided to it at any one time.

Hon. Mr. Rhodes: I don't think any regional council or municipal council, or for that matter the province, can say without any qualification that this is exactly what is going to happen. At the best of times, and with respect to the profession, planning is an inexact science.

Mr. Hall: In this area of analysis, research and planning—I am sure it is the thing you start every day—did you figure out what dwelling unit starts are going to be happening in the province annually? What is your projection for this year?

Hon. Mr. Rhodes: On the number of starts?

Mr. Hall: Yes.

Hon. Mr. Rhodes: I don't think I'll change my approach in any way to that particular matter. I don't think I am going to give you a number as to what starts will be. Again, I am faced with the same sort of variables. I only say to you that we will build as many as the market will allow us to build. I am a little concerned about overbuilding in the single-family residential because of what has been happening.

I am afraid of numbers. Yesterday was a good example. My friend from Oshawa latched on to that 3,000 figure and had them starting, like, yesterday. He said very accurately that if I only make 2,999, somebody is going to beat me over the head with it. So I appreciate his warning.

Mr. Hall: Nevertheless, somebody somewhere in preparing the budget worked it out to 80,000 starts this year. I am just wondering whether that work comes from this section of vote 2101?

Hon. Mr. Rhodes: We would think somewhere between 75,000 and 80,000 units. The Ontario Economic Council says 73,000, but we still think 75,000 to 80,000 units would be about what we will have this year.

Mr. Hall: That being the case, I understand 84,000 was predicted last year and 80,000 is predicted this year, but I think there was somewhere around 80,000 in actuals last year. Right?

Hon. Mr. Rhodes: Yes.

Mr. Hall: I gather from CMHC's statistics that in urban Ontario between 1976 and 1977, up to the end of March, we are down 32 per cent. What is going to happen to jack this up quickly, do you think?

Hon. Mr. Rhodes: In our starts?

Mr. Hall: Yes.

Hon. Mr. Rhodes: I think again you can only put on the market what the market is going to absorb. I still maintain that there is no housing shortage in this province. There are pockets of shortages; there is no question about that.

Mr. Hall: And there are categories of housing shortages at certain price levels.

Hon. Mr. Rhodes: Again, though, it is a question of trying to get that sort of housing on the market. I'll go back again to yesterday's comments, where Mr. Breaugh was indicating his concern for the fact that some of the programmes we were bringing in were offering too much competition for those that were already there and unsold. I don't know whether that should be a concern of mine or not.

In the category of housing you have to put on the market that which the market will absorb. We see a change in attitude where people are prepared to live in higher-density accommodation, such as town housing and apartments of the condominium style, and on smaller lots and in smaller homes.

[9:30]

Mr. Hall: I understand that it's not up to you to build the houses, and I don't want it ever to be that way. I also realize, when I ask you these questions, that you're trying to gauge what will happen as best you can. But as far as the Ministry of Housing is concerned, and as far as I myself am concerned, the best way to lower costs, candidly, is to have an oversupply within reason, because prices will tend to decline.

Hon. Mr. Rhodes: It gets a little confusing for me, though, because I read in the papers about the excessive number of units in the Metro area, say, where they were using a number of about 20,000 unsold units of various types.

Mr. Hall: Including condominiums?

Hon. Mr. Rhodes: Yes, I think that included condominiums.

Mr. Hall: Of course, there's a lot there alone, eh?

Hon. Mr. Rhodes: Yes, but there were about 20,000 unsold units; and, of course, everyone thought that's great, because that's going to have the effect of pulling the market down. I think it pulled it down a bit, but I picked up the paper the other day and I saw a real estate spokesman saying that things are on the upswing again and sales are increasing; and if that starts, of course prices will start to follow the sales trend a bit.

Mr. Hall: Possibly part of the reason for the slower starts, in minor effect, is the fact that a lot of builders didn't get registered under the home warranty plan and they're slow in getting off the blocks on this.

Hon. Mr. Rhodes: That gave me some concern but I understand, from having checked with the Ministry of Consumer and Commercial Relations, that the home warranty registration had run into some difficulty in keeping up with the work. This is a time when HUDAC found out that it's easy to sit on the sidelines and criticize administrative practices until you have to do it yourself, and you find out it isn't as easy. Although they ran into some difficulties administratively, they have not prevented people who have indicated their desire to be registered from going ahead and building.

Mr. Hall: Except that oftentimes local building inspectors won't let them start unless they can flash a registration.

Hon. Mr. Rhodes: That may be. I can't comment on that. I don't know.

Mr. Hall: In this area of research and planning, Central Mortgage and Housing, as a federal body, for many years—going back into the 1950s, I guess—put out books of house plans. They may still do so; I don't know. But considering the cost of housing and the need for encouraging density, if we're to contract and save as much agricultural land as possible, as well as considering future energy costs in what is essentially a cold climate on this earth as compared to most countries, I have to feel that there might be room for research and planning of homes, whether it is inaugurated by government-sponsored architectural competitions and things of this nature. Have you any thoughts on that?

Hon. Mr. Rhodes: Very frankly, I don't know whether we've ever done that in the

government in Ontario; I don't know whether OHC has done that in the past or has actually done design work. I see some heads nodding up and down. Mr. Crosbie?

Mr. Crosbie: Mr. Beesley could.

Hon. Mr. Rhodes: Mr. Beesley, can you tell us what OHC has done or is doing in that area? Can you come to one of the microphones? You can sit beside Mr. Martel, but don't pay much attention to anything he whispers to you.

Mr. Martel: It might do him good.

Mr. Beesley: Mr. Chairman, they had a number of competitions—one, I guess, of note—about three or four years ago, where they advertised it widely and got quite a number of responses. These were in the cluster housing, stacked town housing and row housing forms, and not in the single-detached type, which I think Mr. Hall is referring to. This was to solicit submissions from builders' architects who would offer the proposal, OHC would endeavour to find a site, and then the successful proponent would proceed to build on that particular property, arranging his own financing.

Hon. Mr. Rhodes: But what we would be designing though, in this case, would be units that would be Ontario Housing Corporation units. Not necessarily for sale on the open market, as you're suggesting.

Mr. Hall: I was actually thinking beyond that. I think that there's a lot of focus on many other concerns these days and I'm not so sure that there's the unified focus in research and planning on the question of shelter. The type of programme that's just been mentioned—I gather it was three or four years ago—is not necessarily a continuing thing; I gather that it would tend to offer something to those interested in a particular segment of the market, as opposed to the whole broad market.

It's great to say that we may have to build our houses differently because of energy needs. I saw a clip on television a night or so ago in which the federal government was actually wondering about the same problem on new homes as well as retrofitting. It's trying to decide whether to spend a billion dollars on saving energy lost in homes or to spend a billion dollars to open up new tar sands to provide more petroleum products. And they can't do both; they've got to go one way or the other. This is something that Mr. Gillespie is, apparently, wrestling with right now.

I suggest to you that possibly there's time for housing to become more sophisticated. You've sent out urban development standards; you've discussed—you and I have discussed it here in past estimates—the possible benefits of uniformity of zoning categories, even though they may be broad in numbers, to offer selectivity to a municipality without it having to engage a planning consultant and, in each instance, design its own.

I'm just wondering if we're not ready to put together courses offered at university on housing or, at least, a housing institute where different professional, practical and financial people could finally put housing into one sophisticated and all-encompassing area of study. Of course, it has to be the government that leads on such a matter. I think you would agree with me, from all the conversations we've had with tenants and landlord groups on the rent review, that there is a lack of a common voice; there are different factions, each with its own view. But there's not much of a common voice as a result of an institute gathering or something at which all have studied together and all come out seeing the other guy's problems.

I'm tired of going to housing seminars where the developer blames the municipality, and the municipality blames the ministry, or something like that. We all know that there are problems, but it seems to me we've got to go beyond those problems and say, okay, we recognize that you have to live with this, but you have to recognize that we have this aspect to consider, and finally we put it together. I think the government is the one to lead on it.

I touched on design. I touched on recognition that it is a problem which has many facets which must be put together if housing is to mature. You get the general thrust of what I'm talking about, I'm sure. I haven't buttoned it all down but—

Hon. Mr. Rhodes: The thing that I have to be concerned about is—and we have a tendency to do it—that we don't over-react. Not too many years ago housing really wasn't that great a problem. You don't have to go back that many years to a time when there was all kinds of housing around; and all the various factors were different. Interest rates were much lower. There weren't the concerns that are now being expressed as to the environment and the preservation of agricultural land. No one had those great concerns. These have all come on the scene within a relatively short period of time.

Again, if you look at the Barnard report and other numbers that are being tossed around from various sources, they indicate that we may well be over that hump; the big boom to provide housing for people who are coming into the housing market may very well be starting on the downward turn.

Surely we don't want to get to the point where we are going to develop some sort of an institute or system, call it what you will, that in a period of time will be totally redundant. You know, we have done that so many times. I don't want to criticize any other area of responsibility, but we are facing a very serious situation over the next number of years as it relates to schools. We built schools like they were going out of style because we needed them—the youngsters were there—but now we have got a real problem. I venture to say in every community in this province right now there are school boards scratching their heads and wondering what in the world they are going to do with all the school rooms they have. So I hope we don't over-react, because all it does is cost us an awful lot of money and we look like damned fools for not having the ability to look beyond our noses at what was going to happen 10 and 15 years down the line.

Mr. Hall: I don't suggest any over-reaction. I suggest that we are in an era where we are having seminars on this subject. The Canadian Council on Social Development had one in Montreal last fall, I believe. The Bureau of Municipal Research periodically delves into this. Habitat last year looked at it—on a somewhat more global scale, of course. I am not suggesting that these things cost money but, in a clear-cut practical area, I don't see too much of it in our educational system. If community colleges can offer the variety of courses that they do, I am simply wondering whether a person, as well as the whole industry and government, couldn't benefit if there was some area of mutual instruction which therefore would disseminate some mutual understanding, as to exactly what the problems are in housing.

Hon. Mr. Rhodes: I will let Mr. Crosbie give you some of his thoughts and views. He may be around longer than me.

Mr. Crosbie: Mr. Chairman, this is not directly to Mr. Hall's point about having a specific institute or courses going on at the colleges or the universities, but in a number of areas we have approached the energy problem you mentioned, for instance, in connection with our OHRP programme. We are, in

conjunction with the Ministry of Energy, setting up training courses for the local municipal administrators who are involved with the programme and trying to raise their appreciation of the energy conservation measures that can be taken in reinsulating or simply a lot of the very common practices that could be applied under the OHRP programme.

While we run a course of that type for the municipalities, it is quite true that we have not involved ourselves in a course of study or encouraging a course of study at any of the universities or colleges. We have been associated in housing management, for example; we have supported the institute that was formed in that area. We have been instrumental in having courses established on housing management, but not in the construction area.

Mr. Hall: I just leave that thought with you as something for the future, because I suggest that there are far more varying thoughts floating around all the time that haven't been finally weighed and resolved in the minds of the different people who are involved in housing and servicing. There is disagreement as to whether industrial assessment is really better than residential assessment nowadays. There are also some figures being brought up by people like Mr. Archer, who is reporting on his review of Niagara regional government tonight; and from what he has said, I think his investigation is going to put the lie to some previously held beliefs even on a matter like that.

[9:45]

On the matter of the handling of storm water drainage, Paul Thiel has certainly got views that are not necessarily held by consulting engineers doing work for municipalities right now, and so on down the line.

So long as each just speaks from his corner and there is no resolution of the factors of it we're not progressing as much as I would like to think we could, and this is why I'm suggesting some government-led industry-supported organization of a high enough quality that it could make legitimate comments. We could certainly have a dialogue with people like the Urban Development Institute and the Committee of Concern for Rental Housing in Ontario, which I understand represents small landlords. We haven't got a good handle on vacancy rates yet. There is no central registry of vacancies. We depend on something that's old by the time we get it from Central Mortgage and Housing. It's a little old and it only takes into account certain types of units.

Maybe I'm being too pragmatic here. I would just like to get some of the bogies out of the way in this field. I don't say we have to dwell on it. I think maybe it has been overstated and I'd like to simplify it.

Hon. Mr. Rhodes: If there is some way of getting all of the various factions together and coming to a common conclusion, I would like even to just be in the room when that happens. I think it would be a very historical moment, not unlike what has been happening in a number of areas where you've got a real difference of opinion.

You mentioned storm water drainage. We get caught in some rather strange situations. It isn't too long ago, again in my own experience, where hundreds of thousands of dollars were spent by municipalities to separate storm and sanitary sewers within their municipalities in order to get maximum capacity out of their sewage treatment plants for that which, in fact, should be going through the plants to reduce the gallage. A great many dollars were spent to do that separation. Some of them hadn't even had the opportunity to go back and put on the second coat of asphalt in the streets to take the hump out of it when somebody came out and said: "Oh, my God, you've got to treat all the storm water." Someone says there's a tremendous amount of pollution being pumped into the watercourses as a result of storm runoff, and immediately the reaction is, "You'd better build another plant," or "You have to treat that storm water." You're getting into ponding situations and zero runoff situations, and I don't have to tell you, you know that conflicts are going on in the whole area.

On the question of getting a handle on vacancy rates, you're right. We depend on the Central Mortgage and Housing statistics. They're perhaps not as complete as they would like them, nor certainly as we would like them. In some areas in this province we have a great deal of difficulty. We can't get a handle on vacancy rates, for example, in the Ottawa area because CMHC does Ottawa-Hull together.

There's another problem, and that is, if I am a developer and I want to build an apartment building and I'm looking to Central Housing and Mortgage for financing, I'm sure not going to tell the guy who calls me that I've got a whole bunch of vacancies. When he calls, I'm full. That's how they do it, by telephone. They call up the guy who owns the building and ask: "What's your vacancy rate?" He says: "That's my friend from CMHC and I'm looking for a loan to build

another building. I'm full right to the brim. I've got people lined up outside the door," because he wants that loan. If he says he's 50 per cent empty, good luck. So it's a very inaccurate situation and I don't know how you put a better handle on that unless you can get enough people to go out and do a thorough survey with some degree of regularity to determine exactly what the vacancy rates are in the province.

If you go into the city of Sudbury right now you're going to find an extremely low vacancy rate, practically one of the lowest in Ontario today, but it isn't too long ago, as Mr. Martel will tell you, that the landlords in that particular area were charging around tearing their hair because they couldn't find any tenants at all. It's that boom-and-bust situation that is experienced in cities like that. How are you going to get a handle on a vacancy rate there? You walk in one month and take a survey and they're full. You go back three months later and you conceivably could have a very substantial vacancy rate. I don't know how you would ever get a handle on that one.

Mr. Hall: We're not going to resolve it all this morning. But this seemed to touch on the area of analysis, research and planning; and I want to raise them as items that your people will possibly consider in the meantime.

One more point and then I'll pass on this section for now. This is through you, Mr. Chairman, I'd like a confirmation from the member for Sudbury East—Elie, didn't we have it understood yesterday that the minister would be buying the coffee? I don't see any coffee here today.

Hon. Mr. Rhodes: I had understood in order to retain a balance of purity here that we would alternate. I bought it yesterday and—

Mr. Hall: It will be my pleasure, if we could set it up.

Hon. Mr. Rhodes: I think we should do this in the proper order. It seems to me that the official opposition should be in position now; it strikes me that it should fall upon the critic, aided and abetted by his very affluent colleague from Sudbury.

Speaking of designs of houses, you know we could do well on this. We could go from one end of the housing market to the other. For example, I could supply the design for my modest little home for the lower income people and we could get one from Mr. Martel for the upper end.

Mr. Martel: I designed mine myself.

Mr. Breaugh: I want to point out that I did buy coffee this morning but no one wanted to share. Talk about fiscal restraint.

Mr. Chairman: Are you through with your comments?

Mr. Hall: For the present, yes, until—

Mr. Chairman: We're dealing with vote 2101, items 1 to 8. Since we're dealing with all the items, I think it only fair that if anyone would like to come back to an item at a later point that we do so.

Hon. Mr. Rhodes: The representatives of the New Democratic Party are having a caucus on the purchase of the coffee. It appears to me it will be a co-operative effort by them.

Mr. Breaugh: Everything we do is co-operative.

Mr. Martel: It's the socialist method of doing things.

Hon. Mr. Rhodes: Excuse me, but if it's the socialist method of doing things, I'm going to end up paying for it.

Mr. Breaugh: I hope so.

Interjections.

Mr. Breaugh: While we count the coppers, I would like to raise a number of specific points in line with our discussion earlier this morning on how to proceed with this.

Mr. Martel: What if you haven't got enough?

Mr. Breaugh: We may have to float a debenture to get the coffee paid, but it'll eventually happen.

I want to deal with this matter, because it comes under this administration concept of how you do things. I notice in this vote that you have things like the Niagara Escarpment Commission and how it functions. I want to deal with that as one example; and with the Ontario Housing Action Programme as a second example, in administrative terms, on how the thing is set up.

We have experienced a number of great difficulties with things like Housing Action when the government decides to intervene in a way that's abnormal—other than through the normal planning process, as you would with the Niagara Escarpment Commission where an agency is set up, or as you did with a programme like Housing Action—the Hous-

ing Action one in particular. We wound up with a representative of the government attempting to facilitate the Housing Action Programme. Setting aside the merits or demerits of the programme, that is probably an acceptable thing to do.

The difficulty was, though, that the local governments were faced with a representative of the provincial government—well, there isn't a polite way to say this—making a deal which side-stepped, in some respect, the planning process; which put municipalities in awkward positions; which forced them to make judgements on planning matters which essentially were not planning judgements. They were, by and large, financial concerns and it escalated to a problem point near the end of the programme when you were faced with final termination date.

The municipalities were approving subdivisions under conditions which they normally wouldn't do, in order to take advantage of what was essentially servicing money. A representative of the government—a nice way to put it, I guess—co-ordinated proposals from developers with concepts that would normally be discussed by a municipality's planning committee with other concepts that would have probably been discussed by the city's public works committee or servicing committee with the council in general.

So some rather strange arrangements were struck whereby a particular development, or a group of them usually, would be brought in as a package to one municipality or to more than one municipality. The package was put together by an official of this government designating a number of projects that were to be OHAP projects, and a number of units that were to be OHAP units, and there was a good deal of wheeling and dealing done, to put it politely, between developers and municipalities. The bottom line was on a take it or leave it basis. If you wanted some assistance in servicing a particular area of your municipality you had to extend that to an area that you weren't prepared to consider before and had to do that in conjunction with an area in a second municipality that really was none of your business at all.

To be a little more specific about it, in the Oshawa area there was a place called the northeast section of the city undergoing some planning studies. Adjacent to that were some proposals in the town of Newcastle. It isn't presently serviced. There is now an OHAP agreement tying in the northeast area of Oshawa, the Courtice area, just north of Courtice in the town of Newcastle, some studies and some environmental problems for

development within the city—all of these were put together in a package, really co-ordinated by the gentleman representing the Ontario Housing Action Programme. It was a matter of some discussion for a lengthy period of time. There were some obvious compromises made. Clearly the process used deviated from the normal planning process considerably.

I have some difficulties, mostly because a lot of what was done was done with individual members of the council in terms of lobbying, with the individual developers in terms of striking a fair deal with them. There are two ways to look at this. Maybe the planning process was being expedited. I don't know. It certainly happened faster than it normally would, that's true. But there is that element of another agency operating contrary to what you would expect in the normal planning process. Deals were struck; arrangements were made; developments were put there. It put the municipality in some awkward positions. In order to get servicing money—which they did need without question—they had to allow some development they normally would not have allowed.

Would you care to comment on how you set up that programme and whether you think that that is a desirable approach, whether that's through an officer of the government representing a particular programme that you have in effect at a given time, or whether it's the other route as when you had an agency like the Niagara Escarpment Commission or, as we anticipate in the near future in our area, the north Pickering development agency?

Hon. Mr. Rhodes: First of all, I am not going to go into the details of the OHAP concept. I will leave that to Mr. Farrow. But I do want to comment on the fact that one of the great criticisms of this ministry has been—and this came from municipalities and it came from developers and it came from members of the Legislature, from all parties I might add—that we were responsible for the major delays in getting on with the development of subdivisions and the development of housing.

OHAP people went into these various areas where it appeared that development could be accelerated and their main job was not to wheel and deal but their main job was to expedite the process, to cut through the red tape that was there and that we were accused of being a very large part of, to attempt to get subdivisions approved, to get municipalities to accept development in their areas. It was not intended to totally

abandon the planning process but to overcome what was one of the major criticisms: that rather than expediting and helping to get things done, we were a great party to the long delays that were costing everybody money and at that same time preventing the development of needed housing.

That's what the OHAP idea was about. It was to go in and accelerate. No question. To bring on ahead of normal timing development in certain of these communities.

[10:00]

Now, you mentioned the Oshawa-Newcastle area. That was one of the areas where we did go in and attempt to expedite—accelerate is probably the better word—accelerate the development. The OHAP vehicle was used and our people, as I understand it—I'll let Mr. Farrow go into more detail—attempted to bring together the two parties that were most intimately involved, namely the developer and the municipality.

To bring them together we used, I suppose you could call it, the carrot at the end of the stick, saying "Here, if you can do that, this is what we've got for you." It was all done for the sole purpose of attempting to get housing started at a time when we certainly needed housing and at a time when we appeared to be part of the delay. Mr. Farrow.

Mr. Farrow: Thank you, sir. Taking that specific area, the Oshawa area and the Courtice area, those subdivisions which were expedited in this last few months before the time ran out, as you mentioned, Mr. Braugh, were really started several years ago. There were studies prepared, financing put into the municipality by OHAP to help them pick areas that they wanted.

I think, by and large, if not in all cases, in the areas in which we got involved with the municipalities, they weren't told, "If you don't take it here, you won't get money." We said, "Here's the money to do studies." In Newcastle there were a lot of dollars put into doing studies. The municipality hired various consultants and they came up with areas they thought could be developed, including engineering studies of what could be hooked into various sewerage schemes and servicing schemes.

We agreed we would help finance these if they did certain things, but they picked the areas. We didn't go in and say, "If you don't do it here, you don't get the money." On that basis it was, as the minister said, working with the municipalities and the

developer and putting in the extra dollars that were needed to get something moving quicker rather than later, and this is generally the OHAP outlook.

The concept was to find those areas where development was likely going to occur anyway sometime, to go in and help co-ordinate the work of various local agencies, provincial agencies, and to bring these three parties together—and sometimes four where you had a region, a municipality, the province and the developer—and say, “Okay, why is this not going to happen soon?” “We need a secondary plan? All right, we’ll help you prepare a secondary plan.” “We need some services? They’ll come, but it’s a long way down the pipe.” “Okay, we’ll give you some interest-free loans to put in these sewers.”

The OHAP concept was to find out those areas where development was likely going to take place anyway. As you know, in north-east Oshawa, Oshawa wanted that to go. Some time it would have gone. There were some concerns of whether it would fit in with the parkway belt, because of the boundaries. Some of it might have been cut off. This was where the OHAP people got involved with the various ministries.

Your suggestion was that it overran the planning system, the whole planning programme; there were many cases where OHAP people were suggesting specific sites, because developers would come to them and say, “What about this location?” These proposals would be put through the provincial planning system and sometimes they can’t be supported because it does seem to run counter to either provincial goals or some municipal long-range goals.

The ones that got on-stream, by and large, were run through all of the provincial policies and they were definitely those areas where the municipalities wanted development. There was no doubt at the last on the CHIGs—not so much the servicing loans but on the capital home improvement grants. The municipalities gave some approvals. The Newcastle area is an example where they, in fact, gave some approvals to some plans in that area as quick as they could to get the grants. It was something that they had been working for for some time and they had been into us asking us to speed up and do whatever we could.

Hon. Mr. Rhodes: Can I just make one other comment? In the three years that OHAP basically operated on its own, as I mentioned in my opening statement, we gave \$3 million in study grants to the municipi-

palities that were involved. They were selected areas, as you know, but certainly that was a part of the planning process, to give them the money to carry out their particular planning studies, and in some areas the reports came back and the studies showed no way.

Mr. Breaugh: It is a matter of perspective, I suppose. It sounds quite legitimate the way it was put. But I really have to put this to you. I sat in my office one morning when I was on the Oshawa council, and a fellow from OHAP showed up and put the deal to me in these terms: “I have to get rid of this money. This is where it can be spent. These are the projects, these are the developments where I have OHAP agreements with the developers.” He named them; then he proceeded to tie in the Newcastle proposition and some other things. It was put in those rather blunt terms, and I know that was done with other councils.

It strikes me—from a very biased perspective, I suppose—that they then proceeded to fund all the things you probably should have done in the first place. In fact, a number of the planning studies were studies that were almost done, and on which money had been spent, in order to prove that the original idea was the right idea in the first instance.

Complications arose when other ministries, like the Ministry of the Environment or the Ministry of Natural Resources, got involved. In this case, the local conservation authority got into a battle and said, “No, you can’t develop that land there.” The Ministry of Natural Resources first supported the conservation authority, then relented; and it went on.

It is a matter of perspective, and perhaps it is that fine point on how you carry out a particular programme, but there were some great difficulties with that. I want to say that when you went to the city with propositions such as funds being available for servicing and asked the city to identify areas in that municipality—and, I suspect, in every municipality—there aren’t many areas, in terms of extending services, where that could be done in short order. In Oshawa there was really only one, the northeast area, that had servicing potential somewhere down the line.

I don’t think the financial rewards under OHAP in the long term are going to turn out to be that good for very many people. But in the short term it did expedite the process and get some things done. What I am objecting to is someone from the province operating in that manner. When the proposal

is made, he comes to you and says, "I have got these developers lined up. I have agreements with them to produce homes within a certain time period." Since it can only go in one particular place, the question about where you want the housing to go is rather an irrelevant one. There is really only one potential area in that area; it was identified by the city and the planning studies were done.

There were a number of developers who benefited substantially by the Housing Action Programme there, because the cost of studies that should have been done some time ago—technical ways of servicing particular properties without causing other difficulties downstream, which was a major concern in that particular project—which probably should have rightly been paid for by the developer as a business cost, were absorbed by the people of the province of Ontario under a Housing Action grant. There are great difficulties with that.

Maybe I am arguing about perspective on this matter or the way that one particular representative of the government operated. But it really struck me rather forcefully that here was a great government programme announced, with obvious funding available, and the purpose of the exercise was to spend a lot of money as quickly as possible. It seemed rather irrelevant, through most of that process, whether the money was well spent or the housing would go in an appropriate area. In fact, the houses aren't up yet and probably won't be up for another couple of years.

Hon. Mr. Rhodes: I would agree with you that I don't believe we should be using that sort of approach you have just described. I would hope that was an individual and not necessarily the norm as it related to the application of the programme. However, what I am finding some difficulty with—in fact, I am finding it rather interesting—is that you are saying to me that here was the province of Ontario, through one of its particular people, going into a community and attempting to impose upon that community the will of the province; that we were, in fact, circumventing the municipal planning process.

I appreciate that, because I don't like that sort of approach. But, with respect, it is not in line with what has been said in this committee before by your predecessor, that we should be going into these municipalities and imposing our will upon them; that we should be circumventing their planning process and telling them how and what they should have within their municipality.

I would be quite happy to go along with your direction, because I am a very great believer in local autonomy. I think that you are, too, and that is as a result of the time that you spent on that council.

Mr. Breaugh: Yes, I would be a little more specific about it. I wouldn't really have a complaint if the process that I experienced was the same as the process that you described—where you went to a municipality first and said, "Where can you put these things? Where is your potential?" Let them name it. But the process that I experienced was the other way around. I really objected to that.

In the middle of all this, the region was trying to put together an official plan and was hamstrung, in large measure, because of the kind of deals that were there. The economic stick of providing servicing grants is a forceful one. When you are talking to those people who are getting the razzberries daily about their local tax rate and the argument about lot levies is there and the ministry is against lot levies, and everybody wants to build houses but nobody wants to pay for the services, you stick it on a lot levy.

It is a very difficult thing, and it messed up rather badly, or certainly complicated what was going on. And I am not terribly sure that the end result is all that positive a thing. There will be lots of units up there. We also know what kind of units they will be now and they're not going to meet the needs of the local citizenry that well. They are not addressed to that.

Hon. Mr. Rhodes: Can I ask what you mean by the kind of units? You've lost me a bit there. Your concern is about—

Mr. Breaugh: Okay. To put it very bluntly, under the OHAP agreements where there was a price restriction on percentages of the units, in order to hit those densities and to keep within those price restrictions, the developers are really pleading for a higher density unit. They're going into townhouses and condominiums, specifically, and the market is already flooded with those in that area. So it is one of the problems of going into an area where there has been a lot of land speculation. The last guy in, of course, paid the largest dollar and, of course, in order to get some profit out of it at the end, he really wants to go to the highest density.

You are caught in that mechanism, when the programme is tied so nicely into servicing grants and affordable housing and all that

routine which is a desirable thing from the municipality's point of view. You're caught in that small web.

Hon. Mr. Rhodes: I must say that I sincerely wish, and I say this most sincerely, that you had been here over the last two sets of estimates I have sat through. Because you and I are not too far off apparently on what the thinking and the attitude is. I was beaten very severely here, in this room—

Mr. Breaugh: I doubt that.

Hon. Mr. Rhodes: Well, attempted, attempted.

Mr. Martel: You seem to have survived.

Hon. Mr. Rhodes: Oh, very well. Very well.

Mr. Ferrier: You have lots of scars on you though.

Hon. Mr. Rhodes: No, I don't scar easy. I don't get mad. I get even.

Mr. Breaugh: I'd better get this quarter in my pocket. I am dealing with a crook.

Hon. Mr. Rhodes: But one of the things we were told about our OHAP programme and many of our other housing programmes, was you cannot permit the developers to go into these areas and build only houses for the upper middle class and the upper incomes and the high income people. You have to have a large percentage of those houses available to people in the lower income brackets.

We accepted that as being a reasonable goal—that we should have that sort of mix. The OHAP programme was to provide for a percentage of houses in those certain levels.

I can read back to you out of Hansard the criticism I got from my critic of the day about how that percentage was not near high enough; that I shouldn't have only that number of units going into that percentage of units; that there should be a much greater volume. I was told that I should go down into the Ottawa area—which might not be such a bad idea—and take a large area of land and develop that whole thing strictly for the lower income people. Nobody else. All of them. I have letters from the local rate-payers' associations saying the same thing—from your colleague from Ottawa Centre saying the same thing.

I don't know which way to go. You fellows have really got me mixed up now.

Mr. Breaugh: We're giving you reasonable alternatives.

Hon. Mr. Rhodes: I'm sticking with you because you seem to be—have you decided? Are you going to come over? Because I think you are with us on this one.

Mr. Breaugh: Want to make the offer in writing?

Hon. Mr. Rhodes: If I give you a Horner offer, will you come?

An hon. member: Is it a cabinet post?

Mr. Breaugh: I've got enough aggravation now.

[10:15]

Hon. Mr. Rhodes: Nobody knows it but that was actually a trade that was worked out a long time ago between Horner and me.

Mr. Martel: Both lost.

Mr. Breaugh: I think that I would agree if you had accomplished something with that.

Mr. Ferrier: J. W. Spooner set the precedent years ago.

Hon. Mr. Rhodes: That was before my time.

Mr. Ferrier: He was a Liberal before he went to be a Conservative.

Mr. Chairman: Let's return to the estimates.

Mr. Martel: What did you think Horner's lost?

Mr. Breaugh: There is no concrete offer forthcoming for me to reject.

Hon. Mr. Rhodes: One of the points you made to us yesterday in your remarks was that we were not targeting our housing to income groups.

Mr. Breaugh: Yes.

Hon. Mr. Rhodes: We thought maybe we were trying to do that, but not as well perhaps as you thought we should.

Mr. Breaugh: Yes. Specifically the problem with this is the point about how the programme worked, not in theory, not in brochures but how it actually worked in the field. I object to the particular way it was handled in that area. Secondly, the end result didn't accomplish what it set out to do. The target was that 30 per cent of those units were for the \$15,000 to \$20,000 bracket. That's above the average wage in that area. You've missed out people. You've got 10 per cent in there.

Hon. Mr. Rhodes: Excuse me, "our people." Who are they?

Mr. Breaugh: My constituents, who are our people.

Hon. Mr. Rhodes: Yours and mine.

Mr. Breaugh: There is that problem of missing what you set out to do. The end result is going to be a massive influx of people and we are going to experience some rather serious difficulties by allowing that growth. I give the Oshawa council and the councils in that whole region a lot of credit for not sitting on development. They have had their problems, but there really has been a boom in that area and they have let it go, they have attempted to co-operate and to see that housing is available.

The price is going to come in shortly—is in now already—in terms of jobs in the area. There are a lot of serious problems in terms of losing an identity of a community in that area. There are just vast tracts of land with housing units on them that are vacant all day long. You've got to go back there after 7:30 at night if you want to find any people. There is that very real problem and there is also difficulty with transportation.

All of those things are at least thought about and discussed rather thoroughly in the region's official plan. There are some very necessary items in terms of good planning that aren't in place yet. I am anticipating, and most people who are working in the municipality there are anticipating, some rather serious difficulties in the next few years. This government is aware of the problem. A liquor warehouse and transferring the Ministry of Revenue are not going to solve the problem. They are first steps maybe and perhaps the first desirable steps we've seen. But there are some difficulties and I wanted to raise that one.

I wanted to raise a number of other specific things, and maybe Mr. Hall would want to jump in on some of these, about this affirmative action programme. I'd like to get your view on whether that's actually accomplishing very much or is it doing anything for anybody anywhere?

Hon. Mr. Rhodes: We think from our ministry's point of view, yes. We think it is working very well. I am going to let Mr. Crosbie comment more on that than I will. We think that the affirmative action programme is working very effectively in our ministry and we are going to continue to see that it does work effectively.

Mr. Breaugh: Could I clarify this, because I've seen this discussed in other ministries? Everybody says we spend the bulk of our budget on information programmes or public relations and we submit a lot of reports. But there still doesn't seem to be a lot of qualified people of one particular sex getting to important job positions. Everybody has one or two or three that has moved to some important position but it is not a substantial move. When you say that it is working effectively, do you really mean that a lot of people are talking about it or it's under active consideration or do you really mean that there has been a substantive change in who holds what job?

Hon. Mr. Rhodes: I think there has been a substantial change and I regret that the material you have and the material I have is not quite as up to date as it should be. The number of positions that have been filled by women in the upper areas of responsibility, the more senior positions, has increased substantially and their salaries accordingly. I'll let Mr. Crosbie, who is as interested in this as anyone is in seeing that it works properly, comment on that and perhaps we may even bring in our women's co-ordinator to give her views.

Mr. Breaugh: One token woman.

Hon. Mr. Rhodes: We have more than one token woman.

Mr. Breaugh: How many are there?

Hon. Mr. Rhodes: I sometimes wonder whether there are any men in my ministry.

Mr. Breaugh: Is anyone named "Ray" on your staff?

Mr. Crosbie: Mr. Chairman, dealing with the ministry, I think in some respects we are in a bit of a preferred position. Right now, we do have three women directors in the ministry, and the programme in the ministry has directed itself toward the very problem you have talked about—getting some substantive change in results. Of course, one of the very real problems with that is that it's not possible to make a lot of these changes overnight. We are directing a lot of effort to identifying, in the ministry, the positions which historically have been associated with men and which should equally be held by women. We are creating what are called "bridging positions" so that women, who do not immediately have the skills, can go to this bridging position and in a period of time qualify for the other, higher and more-preferred position.

A lot of the work, too, is in the area of employees who have not, right now, got skills and in the matter of job enrichment. As you are aware, in almost every ministry there are large pools of secretarial and clerical staff, who are largely women. Without considerable work in upgrading their skills, it is difficult to hold out a great deal of hope. Obviously, you cannot approach this programme with the thought that everybody is going to become a director. So a lot of the work we are doing is in trying to enrich jobs in situ, if you will, by allowing more components—different jobs—to be open to the same group, to make their work more interesting in place.

In terms of statistics, you don't see any great strides forward here; you are talking in one or two percentage points, two or three percentage point changes in the number of women who have moved into senior positions. But one of the problems that has, I think, influenced the statistics in the affirmative action programme, particularly in the last year, is that, by and large, government ministries have been reducing. For example, in the last year, we removed five senior-programme executive positions from the ministry; they were eliminated. And when you are embarked on a programme where you are eliminating senior positions, the opportunity for moving people up into them is reduced. You wind up, in many cases, with a surplus of people who are already fully trained and qualified with no place to go in some cases. And in those circumstances, it is a little difficult to bring a person ahead and put them into a position or create a new position for them.

So the constraint programme has affected, I think, the results we would like to see. But as the minister suggested, we would be very pleased for you to hear from our women's co-ordinator. She could give you her views; we have asked her to come over and she will be here in about five minutes. If you would like to take it up with her when she comes in—

Mr. Breaugh: I really don't want to go into the routine about all the good information that was put out, great discussions that were held and all that stuff. We've all listened to that, and there's no argument about it. When will we actually see some redress in the inabalance that's there; when will we really see the numbers? The minister indicated that they are better than they appear on the information we have now. How long is it going to take you before some very concrete results are shown?

Hon. Mr. Rhodes: I think that the approach being taken by the ministry right now has been to assign people to various positions and to promote people to various positions, not based on whether they are male, female, black, white, brown, but on their ability. You used the term "token woman"—

Mr. Breaugh: No, you used it.

Hon. Mr. Rhodes: No, you brought it up first.

Mr. Breaugh: But then you liked it so well you used it several times just after.

Hon. Mr. Rhodes: I just followed along. I told you, you and I are getting along so well.

Mr. Breaugh: You're so easily led.

Hon. Mr. Rhodes: The number of women who are moving into these more senior positions is definitely on the upswing in our ministry. You can see that from the number of people who are holding positions of responsibility, who are heading up branches of the ministry and who are doing a good job. The planners, for example, that I deal with on a day-to-day basis, many of these positions are held by women and they're doing an excellent job, there's no question about it. Many of them are very young, many of them have not been in the ministry a great length of time, but their potential is there, there is no question about it.

Again, it depends upon their own particular desires. I've talked to some who are very content and happy with what they are doing. This is what they want to do. They're not really that keen on moving into other areas. Those who have shown an interest and have shown the ability are never denied the opportunity to move up.

I know in my own office, for example, two of the more important positions in the minister's office are filled by women. In fact, the latest change was a woman who replaced a man in that particular position.

Mr. Breaugh: Do you kind of think you're at that level now where it's become a matter of individuals gaining sufficient experience to hold positions and that any other obstacles have been eliminated; as soon as they gain sufficient experience or expertise in a particular field, they'll be there, that's probably the difficulty you're going to run into from now on?

Hon. Mr. Rhodes: I think it's a matter now of the women who are in the ministry and

who have been there for short periods of time, who will gather the experience and the knowledge that they will need to move these other positions, which they are doing, they are gaining that experience and they are demonstrating that they have the ability to handle these positions, to fill these positions as good as anyone has, and that when they become vacant they certainly are not being denied those positions by virtue of the fact that they are women. In fact, I sometimes think in my ministry that the women are beginning to wonder if they are not almost being relegated out of being women. Some of them are never referred to by other than their last names, similar to the men, and abused the same way, dressed down.

Mr. Breagh: Equal rights.

Hon. Mr. Rhodes: They're going to be equal all the way. No, I think we've got an excellent situation right now in the ministry.

Mr. Martel: Mr. Minister, on a different subject, I've just looked through this, the problem of the unorganized townships in northern Ontario and what your ministry intends to do with respect to them. I see community planning and the whole business, but I don't see anything there with respect to unorganized townships. I don't know where you want to discuss it.

Hon. Mr. Rhodes: We'll talk about it here if you won't talk about it later.

Mr. Martel: That's fine.

Hon. Mr. Rhodes: As far as unorganized townships are concerned and unorganized areas, I mentioned yesterday I've got that one experiment going on the development of an official plan for a large area of unorganized townships, if you will. The community planning branch has been working with these various communities to try to assist them as much as we can.

Mr. Martel: But the minister knows one of the fundamental problems, and the minister is well aware of it, because he and I, when he first came in here, visited with the then-Treasurer to try to get something done in terms of some type of planning as to what we're going to do with people who own land around his own city, around the city which I represent, some of the unorganized townships where there are great tracts of land being held, where people want to give some of it off to their children, which, in fact, then creates a whole series of other problems.

I just don't see much change in what's going on. I'm constantly in touch with Milt

Farrow about Joe Blow's severance, what's going to happen. One of the main problems is consistency of application of what's going on, and it's a hell of a mess. It seems to me that you can introduce a freeze, which takes some pressure off for a while, but then even that reaches a point where you're just forcing people to move a little farther from where the freeze is. Once again, the whole pattern starts all over again of a house here and then down another concession road another house, and then the first thing you know you're sending in a school bus and you're sending in police protection, and you're trying to collect garbage, and it's so damned costly that we can't afford it. Yet people say, "Look, I own the land. What am I going to do with it?"

[10:30]

If we don't bring land into production in terms of proper planning in the organized communities, people are going to move out. Land is selling at \$26,000 a building lot in a part of the city of Sudbury. The only thing people do then is they say, "Look, I can't even afford it. If I'm going to pay \$26,000 for a building lot in the city of Sudbury, I might as well go down to Dill township or around Estaire or Alban"—places the minister is well aware of, where they have a relative who has a chunk of land they can buy.

We've met in Sudbury—some of your staff; Mr. Sowa and so on—with the legal profession and with the real estate people to see if they would stop leading people into traps. The real estate firms are selling land to people. The lawyers aren't bothering to check to find out whether or not the individuals are going to be allowed to build. When an individual buys a whole farm and comes to apply for his building permit, he finds we're saying no to him.

Mr. Sowa and I have met with the president of the real estate board and the president of the law society to see if we could get them to encourage their own membership to stop this. It's just creating such massive pressures and raising the cost of land. The only place that sells land at a decent rate is the town of Capreol, where all the land is owned by the town. They develop one subdivision at a time and they're getting fully serviced land—with underground cable and the whole business—on the market for about \$10,500 a building lot. If you go to Valley East—and the minister is well aware of what I'm talking about—it's \$12,000 or \$14,000 without services; and if you go to the city of Sudbury, which is on a pile of rock, you pay \$26,000 in Moonglow subdivision or \$20,000 in a subdivision that

your people are partly involved in out in New Sudbury.

Working people can't afford \$20,000. The thing that amazes them is there is so much land around that they start to move either to the unorganized portions just beyond the boundaries of regional government. This is creating a very serious problem, because the problems we've had in bringing services into Dill, which is just starting to come in, or into Valley East, eventually are going to catch up to us there when they have enough people. They go to those communities and say, "We don't want services," but they're not there very long before they are starting to scream for services.

I've got a petition on my desk now from 100 young people in an unorganized township, wanting some form of recreation for them for this summer. We can't get a cent of money into them. There's no way the government can get money into an unorganized community except if the school board wants to do some of it. The local roads board is the only type of organization there. I can recall meeting with the present minister when he was vitally worried about it, and he wasn't in his capacity as minister then.

I would hope that the minister, recognizing those problems, would perhaps institute a study of sorts; we've been dabbling with Bill 102 for two or three years and it hasn't gone anywhere. Surely we've got to do something to get a handle on the unorganized townships and the people who continually move just beyond whatever the boundaries are. Unless we do something, there's no end to the problem and no end to my telling people, "Look, I don't think you can get a building permit, but I'll check with Housing." The reason I have to play what is a political game is that you don't know if somebody's getting approval. I would take a firm line and say that when you've got a guy like Chris Sowa, you're in pretty good shape, because Chris will not allow any games to be played. But for a period there were people with whom it was much easier. For example, they were allowing you to move into an old house that the health department said you might be able to live in if you repaired it; or you could move down to an old farm that hadn't been utilized for 40 years if you added on to it. You added on to the old house and tore the old section down and you're left with the new house. Sowa doesn't play that kind of game so you're in good shape, but you're always wondering.

When you say to someone: "No, I don't think it's right because we're going to have to send a school bus down 12 miles"—I'm sure the minister is aware that in the first snowfall in the fall you've got some fellow who is 12 miles away down a local road and he pays \$12 local roads board tax, who wants the equipment there to plough out his road the first morning. The local roads board can't afford it because the cost of the equipment is higher than what he pays in tax for the whole year. We've just got to get a handle on this.

Hon. Mr. Rhodes: Yes, no one can deny that that problem is there. Strangely enough, though, the same problem exists within organized territories, even within organized municipalities. If you take the Sudbury region—Timmins is another one where the boundaries have been extended out and it makes it a municipality—then the municipality immediately puts in an urban service line and says: "Everything beyond this line won't be serviced for 20 years." Then the planners in the area immediately say: "You can't build on this unless you've got 500 feet frontage and five acres of land."

That's what happens out there. People are trying to move into these areas and there's no water, there's no sewer, there's no servicing of any kind. They're attempting to find wells and they're attempting to put in septic tanks.

So what's the answer? You get out around areas that you're talking about in the Sudbury area where you are having a large demand to go out into those areas and in some of those unorganized areas there are substantial populations growing.

I wonder if we might just say, "Take Bill 102 and forget about it," because I think it's trying to put a Band-Aid over a pretty large wound, and take a look at the possibility of forming some sort of municipal structure in those areas.

Mr. Hall mentioned an interesting point when he said that there is a report coming from Mr. Archer which is being tabled tonight down in the Niagara region. I'm going to find that most interesting, from what he said.

Mr. Hall: Are you coming down, John?

Hon. Mr. Rhodes: I'd like to but I won't be able to get down. I understand that if I did I would have to go to your place.

Mr. Hall: No, some other time. In daylight we'll show you the great fruit lands down there.

Mr. Ferrier: There might be a vote tonight, eh?

Hon. Mr. Rhodes: I would think there might be. He mentioned that there's some feeling that perhaps we may not have had total information as to whether or not residential developments might not be as costly to a municipality as many people would have us believe over the last number of years. That being the case, maybe we can organize these particular areas that are relatively close to the Sudburys of this world, the Timminses and the Sault Ste. Maries, rather than just extending those boundaries out—because you're right on.

I had a proposal made to me by a gentleman who still is, I think, in TEIGA—back when it was the Department of Municipal Affairs, or he was with that department—suggesting that the boundaries of the city of Sault Ste. Marie be extended 90 miles north. That was going to solve the problems.

Mr. Hall: Don't let Mel Swart hear about that one.

Hon. Mr. Rhodes: Mel didn't hear about that but I'll drop it in his lap and it will keep him busy. That's some size of a municipality, that's some sized town. I'd like to see some of these areas organized into municipalities.

The planners would go right up the wall. They'd think you're right out of your mind. But they've had their way long enough.

Mr. Martel: I think, with Mr. Farrow, we've managed in one unorganized township—but what I'm trying to do is get the ministry to move in these unorganized townships—I don't care who gets the subdivision—to prevent that unorganized municipality from spreading out down every concession road. If you've got an Alban, which is an unorganized township, get a subdivision approved in the heart of whatever that little community might be rather than having them even there go down the concession roads.

Hon. Mr. Rhodes: But we've still got the servicing problems.

Mr. Martel: Yes, you've got the servicing problems, but if you can make your lots big enough that they can utilize septic systems you're better off having them at least stay within the boundaries—not the natural boundaries, but the boundaries that exist. If you can get a subdivision in there, you are better off. You are not creating a situation in which you need more school buses and garbage collection down every concession road in that

township. At least if you have 20 lots available in an unorganized township where there is a cluster of houses, then we are not going to let you build on concession 2, lot 4, six miles down the way. There are 20 lots available right in the heart of that unorganized township which we, as a ministry, have approved. If you want to live there, those are the 20 lots or the 25 lots, from which you will build.

At least that way you are keeping it confined to a restricted area which will, in fact, eliminate in the long run the costly features such as sewer and water works when they do come. I see this in Valley East where there is 11 miles of development, one row of housing on each side of the highway; and it is \$50 million for sewers and water. If you look ahead that far, they are going to build around there anyway. They will build illegally and all the Act says is that they will be fined \$50 or \$500, you don't tear the house down. They build anyway, so in those townships where you have the cluster of houses, you are better off improving some of the 25 lots for development. At least it's organized in the sense that it will meet the standards for a proper septic disposal; and hopefully, it will prevent the Joe Blows from moving on down into every nook and cranny of the township.

Hon. Mr. Rhodes: I don't find any fault with that. But what do we do if you allow these subdivisions to develop, let's say 10 to 12 miles outside the boundaries of the existing municipality? You know and I know that once that subdivision is developed there will then be a demand for the services, the various services. Somehow you have got to get the services out there.

The approach which has been taken by the ministry for some time has been not to allow a subdivision to develop out there. Aside from the minister—forget whoever he may be—the people in the ministry itself have never advocated strip development, they have never advocated that. In fact they have been very vehemently opposed to strip development. But once you develop that subdivision out there, you have isolated a group of people who really are entitled, if you will, to a degree of services.

Now the ministry has said that it is better to build these subdivisions or permit these subdivisions to develop adjacent to the existing municipality; in that way if you are going to extend services it is going to cost a heck of a lot less to bring them out from an existing municipality and to hook onto that subdivision.

Mr. Martel: If it's close enough, John.

Hon. Mr. Rhodes: If it's close enough. But if you are going to go 10 or 12 miles, you are going to end up with pockets of subdivisions scattered all over the place, which is maybe almost as bad as strip development.

Mr. Martel: What concerns me is that it is just happening in reverse. If you go to Estaire—and the minister has driven through it frequently on his way down—they are now moving up the road that joins Highway 17 and Highway 69 south.

All along there it's strip development; by a whole variety of means they are getting improvements. They buy a whole farm, because that used to be a Finnish community and many of the farmers moved out. There might be an old house on it. They move in. You can't stop them. Are you not better off to put one subdivision in Estaire, to keep them all there rather than allow them to drift off somewhere else? Or if you move a little further into the French River country, in a place like Alban where they are going to go; there all kinds of roads, because it's tourist country, leading into all the lakes and to the various tourist camps. If we don't keep them in the confines of Alban, if there are no lots available, then they are going to drift off and buy land on any one of those roads leading into the various tourist camps. That's what they are doing, and I am trying to say are we not better off trying to keep them together.

[10:45]

Hon. Mr. Rhodes: All right. I'm not going to fault that and I'd like to see subdivision development take place in those communities as well. I'm pleased there are those who are hearing what you're saying. I would like to see those subdivisions develop. The only way I can go about it, of course, is I'm going to have to slap a minister's order on the whole area, freeze it harder than blazes, and only allow the development to take place in that subdivision.

Now what will I have done? Whoever owns that land in that particular area has now basically got a monopoly on the available developable land. Is that desirable? Are we not going to run the price of those lots up the pipe? If I want to live in Estaire or Alban, and there's only the one subdivision there with X number of lots, there's only one guy I can buy from, and whoever has got that land has got a pretty good grip on the market there.

We're now back to the old competitive sort of thing. Maybe what I should do is be approving about three or four subdivisions and making these guys compete with each other. I've got a problem—I'm going to have Alban and Estaire and other similar type communities starting to grow like Topsy, because what will happen is they'll all fill up, and then what have we got?

Mr. Martel: But they're moving out there anyway.

Hon. Mr. Rhodes: They're all going to be transients. They're all going to be commuters. They're all going to be driving up and down the highway, back and forth to Sudbury to work. These communities then become the bedroom communities of Sudbury. One of the big complaints I've got out of Mike's area, from such large municipalities as Oshawa and Whitby and Ajax and others, they're saying to me, "Don't you try and make us into a bedroom community for Metropolitan Toronto." You can't fault that. They don't want the people sleeping there and working in Toronto.

Mr. Martel: Right.

Hon. Mr. Rhodes: They don't want to have to supply the schools and the libraries and the rinks and the parks and everything for those people while they're all working here in Toronto. They want job opportunities there too. What do I put in as the job opportunity in Alban?

Mr. Martel: The only thing that's gone in is Rogerson Lumber. I'm saying they're growing at any rate, John. The trouble is, through a variety of loopholes they're going in, and what concerns me is rather than at least keeping them in a confined area, they're moving off onto all the side roads. They can't get into Alban proper, so they move down a side road.

Hon. Mr. Rhodes: Would you be happy—

Mr. Martel: You've got a freeze, by the way—

Hon. Mr. Rhodes: Would you be happy if I went in there and said, "After discussions with Mr. Martel we have come to a mutual agreement that this whole area should be frozen. There will be no development allowed except in approved subdivisions in these communities"? Frankly, I think you're right.

Mr. Martel: Mr. Minister, I went along with the freeze in Cleland township. In fact, I worked very closely with the ministry,

when it was with TEIGA, that brought about the freeze in Cleland and Dryden townships. They were escaping from the city of Sudbury—if I can use that term—they were going down into Cleland and—

Hon. Mr. Rhodes: You were losing your constituents?

Mr. Martel: No, no. That is all part of my riding anyway.

Hon. Mr. Rhodes: Is it?

Mr. Martel: Yes.

Mr. Eaton: No wonder they want to move.

Mr. Martel: They were moving down into the Wanapitei area, but all along the two roads that join Highway 17 east to Highway 69 south; they were moving in there to trailer parks, without services; it was just a lousy mess and creating more and more problems for everyone.

Hon. Mr. Rhodes: How about extending the planning area? Would you go along with that?

Mr. Martel: Yes, I would suggest the planning area should be extended to the French River. I recommended that during the bill bringing in regional government, because the boundaries that are used up there for school board purposes run right to the French River and for the health unit run right to the French River, but for regional government purposes or planning purposes they only go to Estaire and Wanapitei. You've got that great gap of 20 or 30 miles that people are trying to move into just beyond the boundary. Then you go beyond that 30 miles and you run into that whole strip of communities in the French River which are part of Sudbury for tax purposes, for education and for health services. We're creating that zone there.

Hon. Mr. Rhodes: The way to do it then would be to place the land control, which I think is probably right anyway, in the hands of the ministry and take it away from what is now being used, section 17 of The Public Lands Act; get it out of Natural Resources and get the total land control of that area into the hands of the Ministry of Housing. Then slap a freeze on it—

Mr. Martel: Cleland still has a freeze on it.

Hon. Mr. Rhodes: Freeze the whole area properly. Put out minister's orders in the whole area.

Mr. Martel: As long as you are going to plan it. For the other five years nothing happened. They put on the freeze there was no planning.

Hon. Mr. Rhodes: And then allow subdivisions to be established in these communities you are talking about?

Mr. Martel: That is the only solution I can see.

Hon. Mr. Rhodes: You are still going to be faced with the very major costs that will come along that will be required for the servicing. I don't know the ground area down there. Is a 15,000 square foot lot down there going to be able to handle a septic tank?

Mr. Martel: Two of the small communities that are organized, which we hoped would expand, are getting sewers this year. Alban isn't and Estair isn't. Attlee township and Marshay aren't. Three of those are unorganized townships. I think 15,000 or even 20,000 square feet, if need be, might do. Mr. Farrow is certainly aware of the soil tests that were done in the Alban area. I am not sure if 15,000 square feet would do it or even if it was 20,000 square feet. It just seems to me it would be better to do that than simply say no to everyone and not providing anything. My concern is you can freeze as we did, about 1970, and then do nothing for five years. We did no planning or anything on what we are going to allow to develop there during the intervening five years. You just can't freeze it and do nothing.

Hon. Mr. Rhodes: Maybe it is because of my past bitter experience with what happens when you allow these bedroom communities to develop. They go broke; they go flat, outright broke. I have seen amalgamations and annexations take place because the bedroom community couldn't get any money, couldn't debenture for services and couldn't provide the services for the people. They couldn't get enough return out of the taxes on the residents who were living there. There was no industrial assessment and no commercial assessment of any kind. It was strictly on the backs of the homeowners.

They just couldn't hack it. The services that were required didn't come. You end up with an amalgamation and then the total community ends up jamming these services into that place. It costs a lot of money.

Mr. Martel: I am not sure what the answer is, then, because people are still going into those townships. It would be different if people weren't getting in and if they weren't

building. I am sure my friend from Algoma-Manitoulin has the same problem. They get in anyway somehow. The population keeps escalating. The thing is they are so spread out they will never have services. But they are there. You are putting school buses in. You have problems with servicing for roads. It gets very costly.

I don't know what the answer is then. It just seems to me maybe what we need is someone who is going to do nothing but take a look at what we do in those areas. It is right across northern Ontario. It just isn't unique to my area, it is just right across northern Ontario. I don't think we can go on any further and I am sure the minister is convinced of that.

Hon. Mr. Rhodes: No; it is a mess, no question.

Mr. Martel: That's right. I just think either we establish somebody who is going to look into trying to find solutions to the problems or it is just going to continue to escalate.

Hon. Mr. Rhodes: Agreed.

Mr. Lane: Mr. Chairman, I thought this maybe was coming under vote 2102, but seeing that Mr. Martel has brought this problem up I would like to follow along on that line of thought if I could at this time.

The minister has pointed out that maybe there is some way we can organize some of these municipalities in some manner. That really isn't the answer. About four or five years ago we did that with four and a half townships on the north shore improvement district.

There has been the reverse side of the problem that Mr. Martel talks about. We have little pockets of housing in Spanish, Serpent River, Algoma Mills and Spragge, and they are going to have to be bedroom communities of Elliot Lake or Blind River or whatever industrial development comes along there.

In Elliot Lake we are now getting along famously with planning in the town itself and development is progressing; but as Mr. Riddell has pointed out, even in Elliot Lake now a serviced lot is around \$14,000 and people do not want to live in Elliot Lake. It is only 22 miles or so to one of these little villages on the north shore in the improvement district. We are having difficulties getting subdivisions approved down there. We are having a terrible housing problem right in Elliot Lake, and yet we can't seem to get going in this area.

We already have the pockets there, so we already have to supply the school buses and keep the roads up and so forth; so it is just really filling in that I'm talking about. So being organized isn't really the answer, either.

Hon. Mr. Rhodes: I think you recognize, though, that in the north shore area, one of the major problems is inadequate water supply; one of the real major problems.

Mr. Lane: But we are going to have to solve it with the people who are there, so adding to the development isn't really going to make it any greater. If we didn't have any development there, I would certainly agree maybe we should hesitate to put anything there. But we already have the pockets of development that are requiring the services—

Hon. Mr. Rhodes: You've got only two answers, at this stage anyway; one is to completely deny any development there at all, none. For anyone who does go in and develop there illegally, there would be some teeth put in the legislation so that you could walk in and tear down what they've built and charge the guy a horrendous fine. That's the one solution you've got.

The other is to attempt to have orderly development within the area. Pick an area where you're going to allow, as Elie has suggested, a subdivision to develop. They are the only alternatives you've got.

But when you do that, are you then going to leave those people sitting in that subdivision out there with no organization of any kind, trying to exist on their own financial capabilities—whatever they generate through whatever you call it—a local roads board? It just won't work, I don't think.

Mr. Lane: These people are already organized. The people I am talking about, there is already a north shore improvement district there. They have the local government body.

Hon. Mr. Rhodes: But you are saying to me, though, that it isn't working.

Mr. Lane: It isn't working, no.

Hon. Mr. Rhodes: Well, then, if organization isn't the answer—

Mr. Lane: It isn't working because they can't afford to supply the services for the pockets they've got. Either they've got to get bigger or they're always in trouble.

Hon. Mr. Rhodes: But if organization isn't the answer, then the only other answer is what we were talking about.

Mr. Martel: I'm just trying to prevent it from becoming more scattered. I'm not unhappy with the development. I would prefer that we could keep them in a confined area. What I fear is that if they can't build in a small community like that, they're going to go down another road.

I'm not sure how one does it. What's that new department? Northern Affairs. I intend to give Northern Affairs some teeth, Mr. Minister—I announce it now—if we ever get to it. Contrary to what your colleague has said I am going to support the bill, you see. But I am going to give it some teeth. We are going to move an amendment, which is exactly similar to the type of community arrangements that appear in Saskatchewan and Manitoba. I'm sure the Minister of Northern Affairs (Mr. Bernier) won't be able to accept them.

There will be community councils—that's what we intend to move—community councils which will work directly with the Minister of Northern Affairs in running those small communities. They won't be incorporated the way a town is, but they will be local people who can get some funding in. I am sure Bernier won't be able to accept it. We're going to give him the opportunity, because he's been spouting off in the north rather viciously, and we're going to give him a chance to have a good bill.

Hon. Mr. Rhodes: You think he's vicious.

Mr. Martel: Oh, I've heard you too.

But maybe that's the answer. If you have a community council, not an incorporated town, who could work with a minister who would be responsible for helping to get the funding into these communities through the community councils, we might be able to get some funding in there and bring about some orderly development.

But what is going on? In my 10 years here we haven't moved one jot on it. I am saying that it can't continue along the lines that it's been allowed to go. If we get to the bill and providing the Premier doesn't call for an election, we will be moving an amendment calling for community councils in which we will explain that the money will be put into them through the Ministry of Northern Affairs to provide certain community amenities which are unavailable. Hopefully, the type of development that I am talking about will have someone who is going to be

responsible for ensuring they are developed along proper lines.

Hon. Mr. Rhodes: But don't we have to make one major decision in our own minds? That is, do we really want these small communities that are popping up on us? Do you suggest—

Mr. Martel: We don't want them to develop any more, no.

[11:00]

Hon. Mr. Rhodes: The only alternative, as I see it, is for the government to impose a very severe restriction on that development, not allow it to happen, and have teeth in the legislation that would provide for substantial penalties and inconvenience if you do try to develop illegally. That means then that you are going to be allowing people to develop only at the major growth centres on the first two or three levels of growth centres. I am not saying that it has to be the city of Sudbury or North Bay or Timmins or Sault Ste. Marie or Thunder Bay. It can be the Blind Rivers and the Elliot Lakes of this world.

Mr. Martel: But it's one of the things you have to do in respect though, Mr. Minister, of the economic planning of the north. If an industry goes to Ear Falls and starts up a mill we simply can't allow a bedroom community to develop. It has got to develop in Ear Falls.

Hon. Mr. Rhodes: Agreed.

Mr. Martel: That's where most of these little communities start to develop. They go in there originally because they can't get near the site of a temporary economic boom in an area and they start to develop these little communities. Long after the industry has extracted all of the natural resources and has gone, the pocket remains.

Hon. Mr. Rhodes: And you've got a problem.

Mr. Martel: We've got to stop that—but it's gone on for 50 years, and what bothers me, John, is that we are still not doing a thing to cope with it.

Hon. Mr. Rhodes: Of course, there is a degree of cruelty needed here, and I use that word advisedly. One of the things that we have done is that in the past I think we recognize now that you can't allow these small communities to develop all over the place because a resource industry develops. You've got to find some community where the

people live, take advantage of that particular centre and have transportation to and from.

In many communities that is happening now. You've got the portal to portal, say, of pay arrangements where the man is picked up and he is driven 35 miles—I think, up in your area, Bill, something like 45 miles that's considered to be a reasonable commuting distance for a man to go back and forth to work. That was the smelter in Timmins with the road going to Smooth Rock and the road going to Cochrane.

Okay, that's fine, you can do that. We recognize that and that is what is starting to happen, but we do have existing in northern Ontario, you well know, the communities that are there. Let me just mention two, Armstrong—right? Why is Armstrong there?

Mr. Ferrier: The railroad, wasn't it?

Hon. Mr. Rhodes: Right, but is there anybody who is willing to say to all of the people in Armstrong, "You've had it, this town is gone. You are going to move. If you want to stay here, good luck, but you are not getting any sort of support from us"? Can you do that?

Mr. Martel: You can't do it.

Hon. Mr. Rhodes: No, they are there, so you've got to try to take care of them. Madsen: the gold mine closes down, these people are all sitting there, some of them own their own homes, some of them don't, but it is their home. What am I going to do with them? Am I going to say to them, "That's too bad. If you want to live in this area you move in to Red Lake"? Do I do that?

Mr. Martel: I think there are some of those communities where—you know, you've got some where there are only 20 or 30 homes—it might be advisable, although it is probably heresy to say it, to move the houses, lock, stock and barrel, eight or 10 miles down the road. Move the whole home. That's heresy, I realize that.

Hon. Mr. Rhodes: Can I just tell you that in Armstrong, for example, we went in and looked at that situation. We were prepared to move the people from Armstrong to Thunder Bay. There were job opportunities, because up there the people were looking for employees in the mills and in other areas. There were job opportunities for them. We would assist them to get accommodation. They wouldn't move. No, sir. Armstrong is their home.

Mr. Martel: Sure.

Hon. Mr. Rhodes: You can't just turn off the world for them.

Mr. Ferrier: You can't even move them. Did the whole community have to move?

Hon. Mr. Rhodes: Some people wanted to stay there and operate tourist facilities, and that's fine, but there were a lot of people there who were working on the radar base, which was shut down flat; they wouldn't move.

Mr. Martel: All I'm saying then, John, is we've played around with it for years and I am not sure we've ever put into place the bodies necessary to do the major work on how we overcome it, and at the same time the problem continues to escalate. That's what worries me, it continues to get worse because of pressures.

Hon. Mr. Rhodes: I think you are right.

Mr. Martel: I'm just saying that I don't think it can go on. I think it's time that perhaps we put up the money to do a study which shows we mean business in terms of how to resolve it. The nonsense around Bill 102—and you might disagree with me—is that it was so quickly thrown together that it didn't have a chance of succeeding. The meetings which were to occur across the north didn't occur, because I was over with TEIGA when we discussed the meetings across northern Ontario with the unorganized communities. It wasn't really serious; it was window-dressing for an election. You won't agree with me, I'm sure; but it was, in my opinion.

We just haven't moved in resolving the problem, and I think it's time. You might want to let it go for two more years, but in the interim there should be something being done in order to bring it all to a head. If we ever get to the Ministry of Northern Affairs bill tonight or Tuesday, if we're around that long, one of the proposals I will make—it's an amendment I have already drafted—will be to establish community councils, which will deal directly with the Minister of Northern Affairs, in order to get some money into those unorganized communities which exist already and, I hope, do some of the work that's necessary to prevent any more proliferation of that sort of development.

I'm sure the government will turn it down, but we want to give you that opportunity to make Northern Affairs work. You people have been going around the north saying the New Democrats are opposed to Northern Affairs. Personally, I am, because I don't think the bill addresses itself to the problems of northern Ontario.

Hon. Mr. Rhodes: You were opposed before you saw the bill.

Mr. Martel: Yes; even more so after I saw the bill, because there's nothing in it. It's so bare-boned that there's nothing in it. But we'll give it some teeth, providing you Tories are willing to accept the teeth.

Mr. Lane: I was very rudely interrupted a few minutes ago, Mr. Chairman, and I'd like to carry on with my discussion.

Mr. Martel: Oh, pardon me. I apologize.

Mr. Chairman: I think I should clarify one point. It was agreed before we started that when we raised an issue or an item, we would discuss it in detail, and any committee member who wanted to speak on it could do so rather than keep referring back to it, to avoid repetition. If anyone would like to continue on this point until we resolve it, then we'll get back to vote 2101 and carry on with it.

Mr. Lane: As I was saying before I was so rudely interrupted—thank you for your apology.

Mr. Ferrier: He is getting thin-skinned in his old age.

Mr. Lane: The communities I'm referring to are really there. These were established back in the days of the sawmills in Spragge, Cutler and so forth. We're not bringing in new communities in the North Shore improvement district; we're trying to make it possible for those people to have a standard of life that's acceptable to people in this day and age.

My friend from Sudbury East and I aren't so far apart in what we think about the new ministry. My projections about this ministry from day one was that it would co-ordinate the efforts of a lot of ministries to do a job and get it done. What seems to be happening here is that when a guy makes an application for a subdivision in Spanish or some place, the whole thing seems to be written in stone; we have to wait for this person and that person to reply to a certain inquiry and so forth. The Minister of the Environment (Mr. Kerr) seems to be the one who always doesn't get around to replying, and he's looked after through the Sudbury and district health unit. If the application is made in August, say, by February nothing has happened; then I find out they can't do it because there's six feet of snow up there; then next June they're too busy. The thing goes on and on.

As Elie says, we're going to have to get together and have some kind of a working relationship between ministries. How it's co-ordinated, I don't know; but perhaps three or four guys should go into this area to look at the subdivision all afternoon and agree that "our ministry can or cannot live with the situation that exists in this particular application that is being applied for." Rather than repeatedly putting the fellow off until the boom in Elliot Lake is no longer there, the housing has been supplied someplace else and these people are left out in the cold again. They are already supplying the school bus services, they have to keep the roads up and so forth, and they have to have more tax dollars. We can't say to them, "We can't have a Spanish any more, or a Serpent River or a Spragge; you must move someplace else," because they've been there for 100 years.

Hon. Mr. Rhodes: But will those tax dollars that you're talking about come from the people who live there?

Mr. Lane: They are going to have to live there and work someplace else because there is nothing there to work at. I agree we can't build these places but we already have them.

Hon. Mr. Rhodes: To my own way of thinking, if the person is going to work in Elliot Lake he should be living in Elliot Lake.

Mr. Lane: Yes, but they can't afford it. There's \$15,000 between the price of the same house in Spanish and the same house in Elliot Lake because of the cost of the lot, the cost of the rental of the equipment to do the various work that has to be done to the house, the labour itself and so forth. We can probably build the same house in Spanish for \$15,000 less than we can in Elliot Lake at this point in time.

Hon. Mr. Rhodes: But you create a fantastic problem for me that's not just confined to the north. It's right across the whole province. One of my pet peeves is Cavan township. I thought that might get a rise out of somebody. I'm sure you can go and build a house and live in Cavan township a heck of a lot cheaper than you can if you try to build one in Peterborough. But is that the criterion I am going to use? Am I going to say, because it's cheaper to build a house in Cavan township, away you go? Go and build it. I've got a checkerboard situation up there that would drive you crazy because of unvaluated lots. All kind of baloney is going on up there that can cause nothing but heart-

ache. If I only use the criterion that because you can build a house cheaper here and travel someplace to work, whether there is a community there or not or whether the community is viable or not, I've got a problem.

Cavan township is an organized township with an elected council of sorts that would allow this development to take place on every given side road around there on lots that nobody knows for sure whom they belong to.

Mr. Martel: Or if you can get to them.

Hon. Mr. Rhodes: Or if you can get to them. A lot of them have roadways. I don't know if I can use that as a criterion. I could go to Oshawa, even closer, and say we are going to allow any kind of development that wants to take place out in Newcastle or over at Brooklin or up in Pickering in the area outside the municipal boundary because it's cheaper to build a house out there than it is to build one in Oshawa or Ajax or Whitby. It is obviously cheaper because there would be no servicing, and there would be septic tanks. They'll drill wells. I don't know whether I can do that.

Mr. Lane: I am not creating the problem for you. It was there before you and I were around. What are we going to do about it? This is my question.

Hon. Mr. Rhodes: I don't want to compound it. Am I not compounding the problem if I allow a whole lot of development to take place 30 or 40 miles away from the centre, the community that is going to be the work place? Again I go back to the question of the smelter at Timmins. The city of Timmins said: "We don't want to absorb all these people who are going to come in here for this smelter operation. We think you should put a roadway through and hook up to the highway and the people can commute from Smooth Rock Falls and Cochrane."

Mr. Ferrier: I think they said it themselves. Cochrane and Smooth Rock said it rather than Timmins.

Hon. Mr. Rhodes: A representative of the Timmins council and the Timmins Chamber of Commerce met with me and with representatives from Cochrane and Smooth Rock Falls and from the company in my office when I was in Transportation and Communications and they unanimously said to me: "We don't want all those people to end up living in Timmins. We want them to live in Smooth Rock Falls and Cochrane."

If you have any question about that, you can go and talk to the guys who came to see me. One of them is now the mayor of Timmins, by the way.

Mr. Lane: The other side of the coin is that we are trying to encourage home ownership rather than public housing. The mines have the obligation to provide some units for their people but there is an awful lot of service people involved in the development at the mine at Elliot Lake who just cannot afford to have a \$14,000 lot to start with and then put another \$35,000 in a house. If they are going to have homes, they are going to have to go someplace else to have them.

It is a case of whether we are going to have more public housing in places like Elliot Lake, which I don't subscribe to, or whether we are going to allow them to build someplace in one of the suburbs, I suppose we'd call it, and drive to work. This is what some of them want to do.

We've got the improvement district officials there. They are trying their damndest to do a good job for us but they are faced with an impossible task of keeping up all these roads and supplying improved water services and so forth and not being able to enlarge their tax structure so that they can collect more dollars.

[11:15]

I'd be against starting something like this, but as I say, it was there long before any of us were around here; this goes back to the logging days when that area was thriving. Of course, there wasn't much problem with pollution in those days; we didn't have any uranium mines. But we're faced with the situation and, personally, I'm much more in favour of allowing home ownership in a place where a guy wants to live, even if he is going to drive 20 miles to work, rather than trying to put him in public housing just because the development is there.

I know it isn't an easy thing to solve. Mr. Martel brought the question up and we talked about the possible chance of organization being the answer. Well, it's not the answer because we had the organization here for five years and these people are struggling to keep their heads up; attempts have been made to improve the quality of life for the people who are there, but there just isn't enough revenue to do it.

Hon. Mr. Rhodes: To develop a subdivision in those areas, regardless of whether it's organized or not, you still have to meet the basic needs of the people, such as proper

sewage treatment facilities, whether it's septic tanks or whatever it is, that there be an adequate pure water supply, that there be an adequate transportation facility, whether it's a road to drive on or a bus service. I know that area fairly well; there are some real problems in trying to get septic tanks in, because of the difficulties with water which they're now experiencing. We were up in the area not too long ago.

Mr. Lane: You and I were there last winter and we—

Hon. Mr. Rhodes: The water supply, you know.

Mr. Lane: Right. But we're going to have to purify, anyway, so we might as well have another 100 users. This is my argument.

Hon. Mr. Rhodes: I don't know where they're going to get the money to pay for it, unless it's expected that the taxpayers of the total province pay for it; then I really have to wonder. Do I say to the person who lives in Elliot Lake or Blind River or Sudbury or wherever they be, you live in that community? But the guy who says I don't want to live in that community because I can't afford to live there, it's too expensive for me, the taxes are too high—he moves out into the unorganized territory and then turns with his hand out to the provincial government and says, now I want you to pay me to be out here. And the guy living inside that organized community is paying the full blast.

Mr. Martel: Yes, but my concern is that he's going there anyway. How do you stop it? He's going out there through a variety of means. He's buying old tracts of land which have been let go for years; people haven't lived on them. They're getting out there. All I'm trying to do is prevent that.

I don't know what the answer is. I'm not sure if it creates more problems than it resolves, but the other problem continues to escalate and that's what bothers me. I don't know how to put a stop to it.

Hon. Mr. Rhodes: I don't think we've got an answer to it. I know I haven't. I'm assuming that none of us really has an answer but we are in that brilliant position of recognizing the problem. I guess, maybe what we have to do is apply ourselves to it and attempt to find a solution.

Mr. Martel: That's really what I'm looking for. You'll recall that that's why you and I met with the Treasurer five years ago. You're somewhat in a position to order that

type of work to go on, and that's what I'm asking you as minister to do. I just don't think we can go on the way we're going.

Mr. Lane: Just to wind up, Mr. Chairman. I'm certainly not trying to discourage people from living in Elliot Lake. It's a good place to live and I think they should be encouraged to live where the work is and where they earn their money; and they should spend it there. But I just point out that there are a fair amount of people who can never afford to build a home in Elliot Lake, because of the cost of serviced lots and the cost of construction. So, if they want to go to a community which is already established, we shouldn't make them wait two, three or four years and have no housing while it's being decided. I think we should decide within six months after an application comes in whether or not they can have a subdivision. And if it means getting officials from three or four ministries together, or if it means that the Ministry of Northern Affairs has the responsibility of putting in some kind of a co-ordinating organization which is going to tell you people what the situation is—I don't know. But we have to come to grips with this situation somehow or another. Because we're always going to have those people who can't afford to have that home or don't want to live in that particular community, as much as I'd like to see it encouraged. And we have these communities that I mentioned here—you're very well aware of them, I'm sure, because you travel through them all the time—they're already there. They've been there for 100 years and we just can't say to them, "Okay, there's no more Spanish, it's going to disappear."

We have to provide the benefits of improved water systems and so forth, as you and I know. We were up there last winter. So is it cheaper to do it for the 150 people who live in the village now, or is it cheaper to do it for 300 who want to live there? That's the question I'm asking. I know you can't supply the answer today, but it's something that we have to come to grips with.

Hon. Mr. Rhodes: Just as my final comment in this situation, as an example of the kind of problem that we run into, John, and you and I are both familiar with this one, where the ministry has just recently approved lots for development within the town of Espanola. There's an approved development for a number of lots in McKerrow and, by the same token, the one that you and I were talking about not too long ago, where some guy comes walking in from right outside be-

yond the municipality and he wants to put in a subdivision. We agreed that this was probably not the right thing to do because there are all kinds of lots around. I know what's going to happen to me. Somebody is going to come along and say: "There's a good place to put a subdivision in" because he can sell the lots cheaper than the other guy can sell them. I can buy one for \$1,000 or \$2,000 cheaper down the road than I can in Espinola. So what do I do?

Mr. Lane: In that case you and I agreed that we should delay any approval there until such time as there was a need shown for it. I agree with that.

Hon. Mr. Rhodes: With the cheaper lot sort of thing you can move out.

Mr. Lane: That can go on forever.

Hon. Mr. Rhodes: It's cheaper to buy one in Moosonee than it is in Toronto.

Mr. Riddell: It seems to me the onus is being placed on this ministry. I'm not familiar with northern affairs but do they not have, up in the north, official plans and secondary plans, zoning bylaws and things like that?

Hon. Mr. Rhodes: Not in the unorganized areas. A lot of the organized areas haven't got them either, but in the unorganized areas you really don't have them.

Mr. Martel: They have no form of government at all.

Mr. Breagh: You spoke about this problem being a northern one, and it isn't, because in the region of Durham, as an example, the very same problem is there and the pressure is much greater. The partial solution, I think, is you need an agency in place to deal with the matter. The fact is that right now there's nothing there to deal with it, so it kind of goes as it feels like going or as it happens. It's tough stuff to do but I think that it is conceivable to develop in a planning context, over a large area of turf, and that some of the things that everybody has discussed here can be done.

You can talk about a small hamlet that has 14 or 20 houses. In the OP for Durham, they more than doubled the size of Seagrave from eight houses to 16 houses or something like that. That's conceivable. You can talk about estate properties. That's conceivable, but there are some real problems. The idea that you would allow subdivisions in small places sounds good, but you better be sure about the servicing area and whether it is a viable,

economic thing to provide; what kind of service for that kind of area, because you can't put in a water and sewage treatment plant for 20 houses.

We inherited a number of small places where, for some reason or other, the local council had allowed subdivisions to go in, and it's rather disconcerting to drive out to a rural hamlet and what you see is a subdivision on septic tanks and everybody complaining that in a 40- or 50-house subdivision there's no garbage collection, there's no bus service; "We came in here on septic tanks and there was lots of water for the first two years but now we have to truck it in, and the septic tanks are backing up and the lots are too small."

Hon. Mr. Rhodes: And, "the ditches are smelly."

Mr. Breagh: That's right: "You're not paving my street and you don't plough it in the winter time." There are some judgements to be made and I think Durham is an example; at least they investigated that and I think came up with some reasonably sensible approaches to it all.

You have to start thinking about things. You want to have enough people around so that the guy running the general store can stay in business. It seems rather picayune but to the guy running the general store it's pretty important; and to the people who live in that little hamlet, it's rather important to them as well. If you look at it in context over a large piece of property it probably can be done. Whether their solutions will be ultimate solutions I don't know, but I do know that it did substantially stop the strip development idea; and boy, there were a lot of squawks about that. It can be done, in context with an official plan in place and with some serious thought as to how you service an area, and how big it can be, and some tough restrictions.

I do know that in a place like Blackstock, which had a couple of little hamlets, with one subdivision, I think, you'd really have to come up with the answer that you'd have to provide some services there, and the services that we contemplate as being sensible to put into that area will handle another 40 units but it won't handle another 80 units. So those people who are in the serviced area are fine, okay, you get to put the other 40 units in; but the guy in the next field has to be told: "No, we can't do it." He doesn't like that answer too often but it has to be done.

Hon. Mr. Rhodes: I know.

Mr. Chairman: Okay, let's get back to vote 2101.

Hon. Mr. Rhodes: Earlier, Mr. Breaugh was talking about the affirmative action programme, Mr. Chairman. We said we would bring our co-ordinator here, Judith Davidson-Palmer, to answer some questions you may have, Mr. Breaugh.

Mr. Breaugh: Ross, did you want to get in on that last one or can we proceed with this?

Mr. Hall: On what you were talking about? Yes, I've been listening to the discussions dealing with prior to the affirmative action programme. You are delineating on warning people more and more by the passage of urban service area bylaws. I'm not talking about urban area boundaries; I'm talking about urban area service bylaws, which make it quite clear that within a certain part of a municipality services will be provided and taxes will be assessable for a certain level of services.

Like Mike, I've faced for a long time the situation and the concern about people moving into areas that have a low standard of service and then gradually demanding more and more of the municipality, or of anybody else. I just can't quite get the handle on it, but it seems to me there is some opportunity in that you're specifying a particular type of service in an urban area service boundary, such as full sewers, full water, storm sewers and what have you; can't that principle be further extended to the other areas so there's no question what it is they are going to expect to get, and their demands will have to be understood to be beyond the requirements and obligations of the municipality, except under some local improvement system or something like that? Can't this be extended further than the full set of services to some delineation of services by bylaw?

Hon. Mr. Rhodes: I'm sure the municipality can pass the bylaws it wishes to pass as they relate to what they are going to service and over what period of time. That's being done now.

Mr. Hall: I don't mean that. This urban area servicing standards bylaw was primarily to establish a fairness of taxation and fairness of expectation of taxation in an area. I'm saying it seems to me that guidelines could be developed that would take it further so that it's a matter of record to purchasers what it is that they are going to get and what they are not going to get; it would be fair, at least

in terms of pressures on a municipality later on to be providing things which they really have no right to ask for, if they have been forewarned that they are trading off those benefits for lower costs.

Mr. Breaugh: Although there was some squawking about one of the things we did in this area, by and large people seemed to accept it. I am talking about development in a hamlet, say, as opposed to a subdivision, where people had a lot of expectations because there were no rules. People in a little subdivision in Blackstock, say, thought they were really living in a subdivision in Oshawa, and wanted city standards, because it looked like a subdivision. But if you established what you would do in a given area, then people who wanted to live in a hamlet would know they were not going to get city services. They knew the rules of the game beforehand and accepted that, "If I'm going to live there, I'll get my house and property cheaper. But the reason I'm getting it cheaper is that I don't have any right to turn around and expect city services." That seemed to be okay. If the rules were clear and people had thought that out, that was acceptable. What wasn't acceptable was moving to a little subdivision in a hamlet that didn't have city services but, in fact, was marketed like a city subdivision.

Hon. Mr. Rhodes: You can do that; it takes some fortitude. It takes fortitude on the part of the politicians. I've seen a number of areas in this province where that sort of regulation came into being; they've been forewarned and what have you. That's all well and good until the area starts to develop and gets bigger and bigger and more people; suddenly they become a political bloc and they start to bring their political pressure to bear on their elected representatives. The next thing you know you've got the elected representative looking at the number of Xs that are sitting out in that particular area and he is much more understanding of their problem.

[11:30]

That's happened all over the place. I'll give you an excellent example of that right up in the northern part of my own area; and I wish the member for Algoma (Mr. Wildman) was here, because I'm sure he's experiencing it now. I refer to people who have moved out into a trailer park area and developed the trailer park—it was not a good trailer park, I'm the first to admit, but they moved out there. The sort of services they are demanding at that trailer park now are just not available to them and are not going to be available

to them, but they are demanding these services. They want municipal services, basically, in an area that is outside of any urban area, that is away beyond the boundaries of the municipality, in unorganized territory. They have started to make a lot of noise.

Mr. Hall: I have to get back to you on this subject because I very rarely hear you express a defeatist attitude, and to a certain extent that's what you are doing when you view it this way. We are here to recognize what goes on, and I agree with that; but beyond that, we're here to try to suggest new things that could happen. In the broad, people do accept a different standard of service wherever they live in Ontario. Certainly in northern Ontario, they know they are going to get a different shake in climate and so on. In Grimsby, I know damn well we are not going to have rapid transit, and the show might close and so on and so forth. You do accept these things to a certain extent.

I appreciate your point that it's tough for the municipality to take that position; but if you could assist the municipality, you might save a lot of bickering. If we thought about it more, even though the problem does exist, we might try to set up criteria that seemed to be fair, and fair for all municipalities not just the municipality that's got the weakest council or the strongest pressure group; that's the interest I have.

Hon. Mr. Rhodes: There isn't a Metro member here, so I bet that every one of you at one time or another in your political career, perhaps with the exception of Ms. Gigantes who comes from a larger community, has had somebody at one time or another in your area, say to you: "By God, if you can build a subway in Toronto, you can put a bus on my street." I have heard that time and time again. The municipality puts the bus on the street and it runs up and down that street every day, four or five times a day. There is nobody on it, but gee it is nice to look out and see that bus go by. That makes up for no subway. You know that happens.

Ms. Gigantes: That definitely hasn't been our experience.

Hon. Mr. Rhodes: No, it isn't in Ottawa. I agree.

Mr. Martel: Surely you have to do that, as I said earlier, in your capacity as the minister responsible for the planning. We have simply got to put in place somebody who is going to consider this problem

seriously for the first time; and I mean seriously. People who know the north, who know the problems of the north and who are going to have to grapple with them. If we don't, 10 years from now we could both still be sitting here—in reverse roles of course.

Hon. Mr. Rhodes: Do you think it will take you that long?

Mr. Martel: Oh, no; I will have had 10 years' experience by then.

Hon. Mr. Rhodes: I am sure it will take you that long.

Mr. Martel: If we ever get the power, you will never get back.

Hon. Mr. Rhodes: I don't want power, I want responsibility.

Mr. Martel: Is that right? One doesn't come without the other.

Hon. Mr. Rhodes: That's the difference between us. You are always looking for power.

Mr. Martel: Surely we just can't sit on it, because 10 years from now we could be here discussing the same issue.

Hon. Mr. Rhodes: Perhaps we will be, in the same roles. I would hope I am not still the Minister of Housing, really.

Mr. Martel: We might give you the job of co-ordinating the development of housing.

Hon. Mr. Rhodes: All right. I am probably going to say something that will warm the cockles of the hearts of some of my staff. If you want to apply this sort of thing you are talking about in northern Ontario, particularly in the unorganized areas where the most concern is, if we want to do that, then it is going to have to be done, I suggest, with some very firm planning commitment. We are going to have to allow municipalities that are existing of various sizes to expand and grow to make it easier for people to live in those municipalities; people who do not necessarily want to go and start developing down the road a piece, but to live in those municipalities. In order to encourage that, we are going to have to severely restrict the haphazard development that has been taking place throughout those areas and which we are all experiencing.

If you have any area in the north at all that's the only way you are going to do it. It isn't going to be done by persuasion, it isn't going to be done by pleading; it's going

to have to be done by firm, hard policies, backed up by strong legislation and enforcement.

Mr. Martel: And strong planning.

Hon. Mr. Rhodes: Oh yes. That's what I said at the very beginning. You have to have your basic planning in place first; and once you've done that, you must then live by those rules.

Mr. Martel: We've done it in reverse, though. We brought in freezes and we didn't have the planning.

Hon. Mr. Rhodes: All right, that's a fair criticism.

Mr. Martel: We could do it in reverse; and I think people in the north will appreciate it once it starts to take shape.

Hon. Mr. Rhodes: What you really are saying to me is you want to see some affirmative action. On that note, I would like to turn back to the affirmative action.

Mr. Martel: You mean, let Mrs. Davidson-Palmer head it up?

Mr. Breaugh: I want to know what you do when you identify a promotable female employee? I would also ask the other question: do you also identify non-promotable female employees?

Mrs. Davidson-Palmer: Basically, what we did was request our management to interview all female employees. They assessed their current level of performance and the kind of career pathing they saw them undertaking, and so on. They identified women who were under-utilized, they identified women with supervisory potential, they identified women with senior management potential; and then they outlined various steps that could be taken—whether it was job-enrichment, whether it was trying to identify a bridging job, and so on.

Basically, if you are looking in terms of priorities from my point of view in handling this inventory, I am interested in women who are promotable at the present time. It's the manager's responsibility to develop those other employees as well though. So, we have identified promotable women, and we have moved quite a few of these promotable women.

Mr. Breaugh: May I ask how you identified these women?

Mrs. Davidson-Palmer: The same way a manager would identify, I guess, the career

development of any employee. That's basically through a form of performance evaluation. It's done in consultation with the employee; it's not done in a void or a vacuum, the employee discusses this.

Mr. Breaugh: Testing, interviews; what?

Mrs. Davidson-Palmer: No, it's basically just an interview.

Mr. Breaugh: Gee I'd hate to be one of the losers on that. Would you tell me what career path assessment is?

Mrs. Davidson-Palmer: Career path? Basically, this is a problem for women in the office services categories in particular, as to where they go from here. What are the career options they have, given their background and the position that they're in right now; where could they conceivably go, either within the branch or within the ministry as a whole, or within the government. So the manager, to the extent that he or she is able, tries to identify what's available within a branch. If they require counselling beyond that then I may be involved, or else the people at the Civil Service Commission would be involved.

Mr. Breaugh: What do you think is the most serious problem you still face in terms of job promotion? Obviously, if you have identified a group of female employees who are promotable and you have career-pathed their assessment, or whatever it is you do. What's the problem now, because they don't seem to be getting the jobs?

Mrs. Davidson-Palmer: I don't know that they are not getting the jobs. In the recent interviews we did for management trainee positions, for example, the overwhelming majority of successful candidates in the Metro area were, in fact, women. We've moved women—actually we have the first arboriculturist in government, the first female arboriculturist.

Mr. Breaugh: Oh, my God, what is that?

Mrs. Davidson-Palmer: She takes care of landscaping and so on.

Mr. Breaugh: Oh; I feel much better about it now.

Mrs. Davidson-Palmer: We also have senior financial officers, economists and so on; women have moved into these positions. So in fact they are moving; it's a slow process, but they are moving. I think the biggest problem, getting back to your original question,

is that perhaps constraints are a fairly major problem in this area as far as senior positions are concerned; because there simply aren't that many and they are highly contested the ones that are available.

Mr. Breagh: What specific things are you doing in terms of—you use the term here training and development initiatives; what does that mean? What do you do?

Mrs. Davidson-Palmer: This is done in consultation and through our personnel branch, through the staff training and development section of that branch. The manager would identify a training need for a particular employee. They would look into what's available in terms of courses or seminars or whatever, or whether it may be job enrichment, or it may be some kind of apprenticeship thing within the branch or within a comparable type of branch where the employee can pick up that type of experience.

In addition to that, we've run quite a number of career development workshops which were general workshops for women in the office services area. We also evaluated those workshops; and in point of fact a fairly sizable proportion of those women actually made career moves after the workshop, they were motivated to do so and got their managers to help them do so.

Mr. Breagh: Could you be a little more specific on what you mean by initiatives? Do you provide funds?

Mrs. Davidson-Palmer: The ministry provides funds for staff training, yes.

Mr. Breagh: Is that all in-house staff training, like the kind of workshops and seminars that you run? Or would that include things like university upgrading?

Mrs. Davidson-Palmer: It does.

Mr. Breagh: And they are compensated for that?

Mrs. Davidson-Palmer: They are.

Mr. Breagh: Do you deal with simple little things like who looks after the kids while she does this?

Mrs. Davidson-Palmer: We don't deal with simple little things like that, in the sense that if you're asking whether or not there is remuneration there is not. However, if an employee was encountering problems in this area, I also do counselling and would be available to try to assist them, but we haven't had any requests of this nature.

Mr. Breagh: You haven't had any?

Mrs. Davidson-Palmer: No.

Mr. Breagh: Okay. The final point is, you've got a little thing in here that you do salary reviews. Are you satisfied that women working in the ministry are being paid on an adequate scale, for starters; and are their salaries at least commensurate with male employees doing the same kind of job?

Mrs. Davidson-Palmer: In a number of these areas, recommendations were to be taken up by the women themselves, and in actual fact no women have asked for salary reviews and no women have asked for classification reviews. On the other hand, there have been a number of managers who have recognized some part of inequality between their male and female employees and the managers have initiated the salary changes and have upgraded some female employees because of this.

As to whether or not women are equitably paid, I would hope that this is the case, but from time to time cases emerge where there is a discrepancy and it's up to us to identify these and to rectify them.

Mr. Breagh: You're almost making the case then that all of those great reports that I read about women's salaries being less than what a man is getting in the same job are wrong.

Mrs. Davidson-Palmer: No; this is getting perhaps aside a bit, but I think there's a problem with the equal pay legislation, in terms that under equal pay legislation you have to be performing the same work as a man in the same area and it's got to be substantially the same set of criteria, on each criterion. This makes it extremely difficult to identify where this is, in fact, occurring and it doesn't cover women who are in female job ghettos. This is why, on the question about the overall salary differential, I don't think that affirmative action will have that much of an impact on overall salary differentials in the short term, because of this ghettoization of women right now.

Hon. Mr. Rhodes: Can I just make the point that in the ministry, to the best of my knowledge, regardless of what sex the individual is who fills a particular position, the pay scale is exactly the same, there is no difference. A director who is female or male is paid a director's salary, a planner is paid as a planner whether male, female or—I suppose that's about the total of our complement at the present time, until the bill passes.

Mr. Breaugh: The minister seems quite generally satisfied that the programme has been successful and that while you may not have substantively moved a number of female employees into their rightful place in the ministry they will get there probably as soon as they acquire sufficient skills or experience to hold whatever their job potential might bear out. Are you concurrent with that?

Hon. Mr. Rhodes: If she doesn't agree with me, now's a good chance to say so.

Mr. Breaugh: That's the opportunity I'm trying to give.

Hon. Mr. Rhodes: She likes working here.

Mrs. Davidson-Palmer: Yes, I'm enjoying my job.

Mr. Breaugh: Everything's temporary, don't worry.

[11:45]

Mrs. Davidson-Palmer: I think there are other problems, too, in that as I say, with the constraints sometimes there aren't women available within the government at the present time who could, in fact, hold certain positions. Therefore you don't get them applying for the positions. It would be helpful if you were able to have some sort of outreach in terms of preferential hiring for specified positions.

I think generally women are moving up. Our biggest concern at the moment perhaps is the kind of organizational change that will ensure that they do get the opportunity to fulfil their potential and whatever additional needs we may have.

Mr. Breaugh: Let me put to you a very serious problem that I have. I keep reading the reports about women not being paid enough, not being given the job opportunities and having a number of difficulties in going through the kind of career system you might have outlined here. A number of those people who've brought their cases to me seem to have an extremely legitimate case. Then I listen to the minister tell me about his affirmative action plan. It sounds very good, except I never see the numbers at the bottom end that really substantiate that the thing is doing anything for anybody, except for a very small group of people.

Then I talk to someone like you who really is given that job, as women's employees programme co-ordinator I believe, and I don't hear very much concrete out of you except that you're working in a number

of areas and you're aware of problems and are taking some steps. But nobody is really telling me; I have only these massive reports about salaries and job opportunities saying that things are bad. On the other hand, I have this good public relations programme saying we're trying to do good things. In the middle is someone trying to put those two together, and I'm having some difficulty ascertaining which side of the coin has the more validity on it.

Mrs. Davidson-Palmer: I think I'm saying that in terms of salary, salary is a macro-measure. You're not going to have any significant impact on salaries with just affirmative action for quite some time. Whether or not affirmative action is the correct strategy to impact on salary, I have reservations about that. In terms of women actually moving I think we have evidence that women are actually moving; that they're moving into positions they have never held before, that they're moving from, say, clerk typist positions which we had recently, into management trainee positions, which is a reasonable jump in government terms.

There is still a problem in terms of whether or not women are equally represented in all levels of government, there's no question about that. I think the problem is that it is a historical problem and it's going to take some time to change, but I think that it is changing.

Ms. Gigantes: The principle behind all of the process you describe is that the onus is on management to find and develop women with capabilities within their own staff or within the ministry. There's no negative effect if management doesn't do that and there's no positive reward if management does do it.

Mrs. Davidson-Palmer: Just this year we're initiating a move to MBR, so that each manager is presently filing a plan whereby at the end of the coming fiscal year we'll be able to evaluate whether or not they have in fact reached the goals they've identified.

The kind of negative reinforcement that you're talking about will come when Mr. Crosbie has to appear before Management Board to defend whether or not we have in fact reached the goals we've stated that we will reach. You're quite right that in the past it's been kind of a situation where you wanted to do this then you did it, but we tried to persuade you as best we could.

Ms. Gigantes: I can understand how this would put pressure on Mr. Crosbie, but does

it put pressure on anybody down the line? That's where the real problem is, where the woman who goes to apply for the upgrading course is told no, it's not reasonable for her.

Mrs. Davidson-Palmer: We put pressure on people as well, because women do come to us and report whether or not they have difficulty. If they have difficulty in a situation like that then I would immediately go to the manager or director.

Ms. Gigantes: I wonder if the woman even knows that the upgrading course exists; very often that's the case.

Mrs. Davidson-Palmer: That's another aspect which we've attempted to deal with, that is information dissemination. We send around monthly packages to a women's committee that we have—60 members—and they distribute these to all the women in their branch. I think there would be an increasing awareness. There certainly has been criticism of this in the past, that they have not been receiving information. This is one of the areas we have attempted to deal with.

Ms. Gigantes: Even when they receive the information they may not think it applies to them unless someone specifically says: "You're a group of women in my section and I want you to know that this course is open for women in particular." How do you get a manager to do that kind of thing?

Mrs. Davidson-Palmer: There again it's a kind of educational process with the manager that we go through. When they're interviewing the employees they're given an interview form they use and it specifically says on it, "What types of staff training does this individual require consistent with their career goals," and so on. So they're taught to think along this line. Also, Mr. Crosbie has issued a policy which says that staff training and development is intended to not only further or make more effective the people's performance in their present job, but also to develop them for both the ministry and the government. This is essential, because if you do it with women and all you can get into is improving their typing and shorthand skills, this leads them nowhere if they don't particularly want to stay in that field. So this policy enables them to take any course they may so choose. This has been shown in our statistics as well, in terms of university upgrading and also management supervisory programmes.

Ms. Gigantes: It seems to me that it must be possible to make it a requirement of line

managers that they show they put some effort into informing their women of what's available and that it is particularly available for encouraging women.

Mrs. Davidson-Palmer: As I said, I think we're trying to do this. How successful we are will depend on how many women do in fact take these programmes, and so far something like 56 per cent of women are on training programmes during the year.

Mr. Breaugh: I'm assuming that all female employees have gone through this process that's outlined here and that we've discussed. Is that true?

Mrs. Davidson-Palmer: It's basically true except for short-term contracts. We're not in a position to discuss promotional decisions with these people because we just don't have the opportunity of providing this avenue for them.

Mr. Breaugh: But permanent staff—

Mrs. Davidson-Palmer: If you're talking about civil servants, Crown employees, yes.

Mr. Breaugh: Okay, that's fine.

Mr. Chairman: Any more questions?

Ms. Gigantes: Does it have to be on this specific vote?

Mr. Chairman: Yes, it does. Mr. Eaton is next, and then you're next after that.

Mr. Eaton: The area I wanted to get into, and I assume it comes here, generally, under administration, is the Niagara Escarpment Commission. Does that apply here? Okay.

First of all, before I get into some specific questions, I want to kind of understand the relationship between the ministry and the Niagara Escarpment Commission. What controls do you have over it? All I sort of see here is chief hearing officer, Niagara Escarpment development control. Could you just give me an outline of your ministry's role with the Escarpment and what control you have over it?

Hon. Mr. Rhodes: We don't have any control over it. Just to quickly go through the procedure, the commission itself is charged with the responsibility of producing the Niagara Escarpment plan. As a result of the legislation, any development permits that are to be issued must be approved by the Niagara Escarpment Commission. The commission deals with applications. If the person who applies is not satisfied with the decision of the commission then they can appeal. That

appeal goes to a hearing officer; the hearing officer holds the hearing, assesses the evidence, makes a decision and then forwards that decision to me. That's where my ministry gets involved, with either upholding or supporting the hearing officer's decision or overturning it. The only involvement of this ministry is really with those matters which are appealed on decisions made by the Niagara Escarpment Commission.

Mr. Eaton: There's no input at the point of decision on any planning, from your planning staff?

Hon. Mr. Rhodes: No, there is not. The Niagara Escarpment Commission itself is now within the jurisdiction, if you will, or the supervision, or whatever word you like, of the Provincial Secretary for Resources Development (Mr. Brunelle). TEIGA is not involved. It left TEIGA and went right directly to the resources development policy field.

Mr. Eaton: Okay. If an applicant is turned down by the commission, he appeals to you. Do I understand that he only has 20—

Hon. Mr. Rhodes: No, excuse me. He doesn't appeal to me, he appeals to the hearing officer.

Mr. Eaton: The hearing officer? Do I understand correctly that he only has 14 days in which to appeal a decision that's made by the commission at any time?

Hon. Mr. Rhodes: That's right.

Mr. Eaton: That's a rather short period of time—

Hon. Mr. Rhodes: That's right.

Mr. Eaton: —given problems that we have. I understand that some people have been turned down because their appeals didn't arrive on time.

Hon. Mr. Rhodes: That's correct.

Mr. Eaton: Is there any proposed change to this to give them a little more opportunity to get their appeal in?

Hon. Mr. Rhodes: Yes, I'm proposing 21 days.

Mr. Eaton: Twenty-one days.

Hon. Mr. Rhodes: Fourteen days isn't long enough, especially when you have to depend upon Canada Post. I'm not sure 21 days is enough; it should almost be an open-ended appeal.

Mr. Eaton: Can you tell me how many persons have appealed and had their decisions turned back because they didn't get there in time?

Hon. Mr. Rhodes: Yes, I'll get some numbers for you, I thought you might ask. Have you got them with you, Milt? If you haven't got them with you, you had better remember them. How many persons have appealed and been turned down—or upheld?

Mr. Eaton: How many didn't have the opportunity to carry their appeal out because they didn't get it in on time?

Hon. Mr. Rhodes: I can't give you that; I don't think we've got that. Two or three is, I think, about the extent of it.

Mr. Eaton: Two or three?

Hon. Mr. Rhodes: Yes.

Mr. Eaton: How many have appealed the decisions of the Niagara Escarpment Commission?

Hon. Mr. Rhodes: About 195 appeals in 1976.

Mr. Eaton: How many were rejected?

Hon. Mr. Rhodes: How many of the appeals were objected to?

Mr. Eaton: Rejected.

Hon. Mr. Rhodes: Mr. Farrow had better explain his own writing. I can't read it.

Mr. Farrow: The figures we have here are the number of cases where the minister has overturned the decision of the hearing officer—very few times. It comes out to just over seven per cent; less than eight per cent of the time.

Mr. Eaton: One hundred and ninety five?

Mr. Farrow: There were 195 appeals heard by the hearing officer and sent to the minister with a recommendation. The minister accepted 181 of those recommendations, and with only 14 of them did he not concur.

Mr. Eaton: If he concurs with the hearing officer's decision, does he have any further course of appeal on that? Can it be appealed to cabinet, like a decision of OMB?

Hon. Mr. Rhodes: No.

Mr. Eaton: It can't be. So at that point—

Hon. Mr. Rhodes: Some of them are going to the Ombudsman.

Mr. Eaton: Some of them are, eh?

Mr. Martel: A friend of yours, a good friend of yours.

Hon. Mr. Rhodes: Arthur Maloney and I are good friends, yes.

Mr. Ferrier: Do you have lunch with him at La Scala at all?

Hon. Mr. Rhodes: No, it's usually in a private room at the Westbury, at his expense.

Mr. Eaton: This is basically a development control method. Do you have any thoughts on the process? Do you feel it's working fairly for the people which have land out there, who may find that they have land which they've paid for but can't do anything with? They own it, and that's it; they're sitting on a vacant piece of land.

Hon. Mr. Rhodes: I missed the first part.

Mr. Eaton: Do you feel that it's working fairly—that is the development control of this method?

Hon. Mr. Rhodes: As fair as development control can work. If you're going to control development it's like any other war, there are some casualties. In this particular case, you're trying to develop a plan for the area so you're going to have controls. People are going to have to wait until that plan is completed, and it may well be that once the plan is completed some of the land on which development has not been allowed will then come open and be available for development; but on the other hand I don't think there's any question that once the Niagara Escarpment plan is completed there will be land on which development will not be allowed.

Mr. Eaton: Is there any thought on the part of the commission or the ministry to the position of the person who has purchased a piece of land? They paid a price for it and now, through this development control of the commission, they can do absolutely nothing with it; it's going to sit there and be a vacant piece of land. Is there any consideration being given to the purchase or takeover of this property, with compensation for the price paid?

Hon. Mr. Rhodes: No, I don't think so. I don't think, Bob, that there's any difference between what is being done with the Niagara Escarpment Commission's plan and approach than there is with any other zoning bylaw in any municipality. If the zoning bylaw is

passed, certainly a person's land can be down-zoned as a result of a decision of a municipal council, which may well be approved by the Ontario Municipal Board. Obviously, if you have a piece of land that has been zoned for high-rise development and suddenly it becomes parkland, somebody has lost some money. It can happen.

Basically, it is the same thing here: The idea of the Niagara Escarpment Commission was to preserve the Niagara Escarpment; and the preservation of the Escarpment will mean there will be areas in which there will be no development.

[12:00]

Mr. Eaton: And you support the idea they shouldn't have any compensation if that happens to their property because of decisions by the commission?

Hon. Mr. Rhodes: I think there are going to be areas where there will be no compensation for the fact that the land will not be able to be developed.

Mr. Eaton: Do you support that idea?

Hon. Mr. Rhodes: Yes, I guess I have to.

Ms. Gigantes: You are not in favour of land speculation insurance?

Hon. Mr. Rhodes: I am not even familiar with it. Are you proposing it become a government-run plan?

Ms. Gigantes: I think that is what the proposal is.

Mr. Eaton: No. That is not what I am talking about.

Mr. Breaugh: We were going to sell you a policy.

Mr. Eaton: Say you are not a land speculator but you've purchased a lot to put your house on, and suddenly you can't build there because the commission has come along. That's not speculation.

Hon. Mr. Rhodes: I think it is fair to say at this time, though, that of the applications that have been made in 1976 for development permits, 87 per cent of them were approved.

Mr. Eaton: They were?

Hon. Mr. Rhodes: So we don't have a great horde of people out there who are being abused. And some of the areas—

Mr. Eaton: The ones that haven't got permits certainly feel they are caught in it.

Hon. Mr. Rhodes: I know. If you happen to be the one person who didn't make it, to you it's a 100 per cent turndown. I agree.

Mr. Eaton: Right. I think that's pretty well it for me on that field, Mr. Chairman. I think I've got the minister's feelings on it and I'm satisfied where you stand on it, at this point anyway.

Mr. Chairman: Does anyone else want to talk about the Niagara Escarpment?

Mr. Riddell: A frequent complaint about the Niagara Escarpment area is that there is too much land on either side. Do you agree with this?

Hon. Mr. Rhodes: Yes, I think it is much too broad. I don't think they should ever have put that much land into the Niagara Escarpment Commission control area. I am hoping that, when the plan eventually develops, we will find an awful lot of that area will not be limited for development, that they will really bring their boundaries in to a more adequate size.

Mr. Martel: You just want the slant of the hill.

Mr. Breaugh: Two feet at the bottom.

Hon. Mr. Rhodes: No, but I think that even you, my friends in the New Democratic Party, should go and look at what the Niagara Escarpment area is. I don't know why the boundaries go out into the lake, for example. If you want to go out there and flounder around for a while, pick a deep spot—

Mr. Martel: Who'll save you?

Hon. Mr. Rhodes: I swim good.

No, I think there was a much larger area than was really required. They are into areas that aren't even near the Escarpment, that really didn't have to be in, but they're there.

Mr. Martel: Our problem is we couldn't charter a plane to fly over it.

Hon. Mr. Rhodes: Couldn't you?

Mr. Martel: No.

Hon. Mr. Rhodes: Is there some reason for that?

Mr. Martel: Yes. The Premier (Mr. Davis).

Hon. Mr. Rhodes: The Premier wouldn't give you a plane?

Mr. Martel: That's right. You could arrange it and we'll go with you and take a look at it.

Hon. Mr. Rhodes: I thought you wanted to charter one.

Mr. Martel: You charter it; I'll go with you.

Hon. Mr. Rhodes: Oh, I don't charter—

Mr. Martel: You've seen it already.

Hon. Mr. Rhodes: I walked over it.

Mr. Martel: You walked over it? That's why you were missing all last year.

Hon. Mr. Rhodes: I didn't miss the whole of last session.

Mr. Ferrier: You don't have the same pull as Lorne Henderson had when he was chairman of the drainage committee.

Hon. Mr. Rhodes: I don't even have the pull of the guys who were members of that committee.

Mr. Riddell: I sense that the New Democrats feel there is not enough land within the Niagara Escarpment area, but the NDP are going to find out what the people of Ontario think about this land freeze after we get the results of the election in Middlesex.

Mr. Chairman: Is that the end of your comments?

Mr. Riddell: They'll find out what this land freeze means.

Ms. Gigantes: I have three areas of general policy that I would like to ask the minister about. I'll start with the area of low-income housing. In particular, to try to focus the discussion on it, I wonder if the minister could explain why he has put the onus on the private market to produce apartments with a \$600-a-unit subsidy for developers, when there is no guarantee that that private market will be developed to meet the real rental needs of people who are not finding the affordable housing in Ontario. And why hasn't this money gone instead into municipal initiatives in the non-profit area, for example?

Hon. Mr. Rhodes: I think we are putting money into the non-profit areas. In discussions yesterday we talked about this. We are putting money in and experiencing, I think, reasonable success in the non-profit—in the

co-op housing, in the community integrated programmes. They are going ahead. I think every day I am approving funding for projects of this sort throughout the province in various areas. So that programme is going ahead.

Ms. Gigantes: It is going ahead, but it is not going ahead at a rate that would meet the need that we know exists.

Hon. Mr. Rhodes: Nobody is going to reach 100 per cent, and I am sure I am not going to go as fast as you want me to go, but I probably won't anyway.

Ms. Gigantes: That is why I wonder why the money is going into an area where the onus has to be on private development with no guarantee of the level of income that will be met—the needs of the low-income or middle-low-income groups.

Hon. Mr. Rhodes: The thing that you have to recognize, and I think you do, is that the programme that we announced, as it related to the \$600 per unit for the development of rental accommodation, is not the only programme that is going on. There are still the co-op housing projects, the community integrated programmes, the non-profit—there are still the private assisted rental programmes that are going on. There are still developments by Ontario Housing that will be going on.

Ms. Gigantes: But you are proposing to put as much money into that subsidy in the private market, which may not at all meet the needs of the low-income renter or low-middle-income renter. You are proposing to put as much money into that programme as you are putting into the co-op housing programme.

Hon. Mr. Rhodes: There is more than one market to be met.

Ms. Gigantes: Why put money in meeting the rich market? Surely the high-income market can look after itself. And there are no controls on that rental programme subsidy in terms of the kinds of housing that is getting provided.

Hon. Mr. Rhodes: That is wrong. You know that is wrong.

Ms. Gigantes: No, I don't.

Hon. Mr. Rhodes: There is a maximum amount of return that any participant in that particular programme can get on their investment. A maximum amount. And that is what

will establish the rents. With the greatest of respect, I am not too sure that you are totally familiar with that programme. There is a maximum amount of return on that investment. So that in effect is a form of control on the amount of rent that can be charged for those units.

Ms. Gigantes: It seems to me you would be much more directly meeting the need that exists if you put money into municipal target programmes to meet what in some municipalities has been identified as a real need.

Hon. Mr. Rhodes: I think we are meeting most of the requests from municipalities that we get for the development of housing projects. We frankly aren't getting that many from them, because they don't want them.

Ms. Gigantes: That is what I would like to ask you about. Another question: It seems to me that the ministry has left it up to municipalities to initiate requests, when in fact the ministry should be demanding of municipalities that it set targets for the development of housing that is going to meet the needs of low-income people and low-middle-income people. I know that in the city of Ottawa, for example, those targets are being set. We happen to have a particularly progressive municipal council in Ottawa. But it seems to me that first of all a progressive municipal council such as Ottawa should have a clearer idea about the kind of funding that will be available for this year when it establishes some reasonable targets for the next year; some very minimal targets for meeting its low-income, middle-income housing needs.

Second, why is the ministry not insisting that every municipality develop these kinds of targets? I suppose one follows pretty well from the other, because you can't expect municipalities to come forward to do all the study and to do all the planning that is going to be required to establish reasonable targets for the next few years when there is really no assurance on the part of the ministry that there is going to be a commitment of funds that will be adequate to allow a municipality to go ahead and do the development.

Hon. Mr. Rhodes: We have said to municipalities, if you will tell us what you think your needs are—we have the housing needs studies that they have been carrying out, and they have been making available to us as to what they see our needs to be in all forms of housing. We have asked them to take the broad spectrum, not simply into just public housing. I wish I could find a better word

for it, but in that assisted housing we have asked them to produce these reports and this information for us and many of them have done so.

I think we have probably covered at least 70 per cent of the population of this province. The municipalities that are involved have advised us what they see as their needs. We have asked them to let us know how they want to meet those needs and how they would like to see this development take place, and we have indicated to them we will have the financial resources available to assist them in their programmes.

What we have done is give them some options, which the municipalities have been crying for as long as I can remember. They have always objected, to the best of my knowledge, and I was part of those objectors at one time, to having Ontario Housing Corporation come in and impose their will upon our municipality.

The municipalities have said: "Let us be a part of this process of determining what's going to happen in our community." I think we are doing that now in a much broader scale by saying to them: "Tell us what your needs are, tell us what your development plans are, and then tell us in which particular area you want us to participate. Do you want us to carry on and go in and do the actual construction of these units? Do you want to do it yourself and we will provide the funding for you? Do you want to do it through the private assisted rental programme? Whichever one you want to do, you pick out which one it is and we will go ahead and co-operate with you in doing it."

I don't know how much more we can do to co-operate and allow the municipalities to make their own decisions which, it seems to me, is what you are saying we should let them do.

Ms. Gigantes: No, I am not saying that. I will give you a very clear example I happen to know about from the Ottawa area. The city of Ottawa has made a real effort for many years to meet the need for low-income housing, in whatever form, and the outside municipalities within the Ottawa-Carleton region—and I represent one of those municipalities, the municipality of the township of Gloucester—have really made no effort.

What is there in this ministry programme that, first of all, will allow Ottawa going ahead with its plans, setting its targets for 1978, looking for a commitment from the ministry for funding, to feel encouraged and supported in its efforts, having established

pretty realistic targets? What is there in the ministry programme that is going to say to a township like Gloucester: "You are just failing your social responsibility. You know there are people in the township of Gloucester who need low-income housing and you are doing nothing through our ministry programmes. You are not taking advantage of any of our major ministry programmes to make sure that gets done?"

When we allow a township or developers to pretend to meet a need in low-income housing by going ahead with developments under one of your schemes that mean you have to build four times as many houses to get a certain number, 25 per cent low-income housing component—

Hon. Mr. Rhodes: Excuse me.

Ms. Gigantes: —we are not meeting the real needs.

Hon. Mr. Rhodes: You feel the 25 per cent will be too low? The 25 per cent component is not high enough?

Ms. Gigantes: Well, if you have to build 100 houses or 100 units of dwelling space in order to get 25 low-income houses, that's a very inefficient way of getting low-income houses.

Hon. Mr. Rhodes: Do I understand you to say that I should be saying to them: "Build 100 low-income houses and that's fine," and not have the 25 per cent sort of limitation?

Ms. Gigantes: I would just like to know what you consider the responsibility of the ministry is to see a township like Gloucester township take on its social responsibilities to provide low-income housing, because it hasn't done that, there is no indication that it will and I don't think your ministry is making any dent in convincing it that it should.

Hon. Mr. Rhodes: Assuming that I can't convince them, what's my next step?

Ms. Gigantes: I think you probably have an awful lot of persuasive tools at your disposal.

Hon. Mr. Rhodes: Such as the carrot and the stick sort of thing—if you do this you get this; if you don't do it, you won't get it?

Ms. Gigantes: Right.

Hon. Mr. Rhodes: May I strongly suggest that some time this afternoon you sit down and have a discussion with Mr. Breaugh?

Mr. Breaugh: There is no disagreement.

Hon. Mr. Rhodes: You better read back what you said yesterday and today, because it is not in keeping with what Ms. Gigantes is saying now.

Mr. Breaugh: Of course it is.

Hon. Mr. Rhodes: It is not. With respect—

Mr. Breaugh: You and Mr. Riddell should get together. I think you have the same intent firmly planted in the ground.

Hon. Mr. Rhodes: Frankly, you are confusing me as to what direction you want me to go.

Mr. Breaugh: Well, that's so easy to do.

[12:15]

Hon. Mr. Rhodes: On one hand you are telling me that the wrong type of housing was being built in the Oshawa area because I was asking for 25 per cent. Now, Ms. Gigantes comes and tells me the wrong type of housing is not being built in Gloucester township because I am not asking for more than the 25 per cent. If those are not diametrically opposed positions you are placing before me, I don't know what is.

Ms. Gigantes: It depends, I am sure, on the particular situation, but I am also sure that the people who are concerned with planning for low-income housing in the city of Ottawa can give you a long list of the number of applications they get every day from people in the township of Gloucester who have absolutely no hope of getting into city of Ottawa subsidized housing and for whom there are no alternatives in the township of Gloucester. The same is true of Nepean.

Hon. Mr. Rhodes: We can probably make this very simple. I have no intention of forcing municipalities to build any particular type of housing. I will use what persuasive things I can do, but I will not force the municipalities. I will not force the township of Gloucester to build any particular type of housing.

Ms. Gigantes: For hundreds of people whom I am called upon to represent, that means there is no housing they can deal with in terms of their family budgets.

Hon. Mr. Rhodes: Ms. Gigantes, I am assuming the elected council of the township of Gloucester is in a position to understand what the people of the township want. I am not going to impose my will or your will upon them. They are duly elected and have

their responsibilities delineated to them by the people who have elected them, just as much as you and I have. I will not impose my will upon them.

Ms. Gigantes: Very well. The second area I would like to raise with you, in terms of general policy, is the attitude now of the Ontario Housing Corporation toward renegotiating the rent scale and the position your ministry will be taking in dealing with people who have been evicted from public housing and who now have to seek redress through the Ombudsman because of the rent rebate weight that they have had to carry.

Hon. Mr. Rhodes: To the best of my knowledge, no one has been evicted from OHC housing for failing to pay arrears that were incurred as a result of the rent review change.

Ms. Gigantes: I will bring the cases to you.

Hon. Mr. Rhodes: It would be appreciated if you would do that. I would like to know about that.

Mr. Eaton: Bring them into the committee.

Hon. Mr. Rhodes: Make sure though that you aren't talking about someone who was perhaps nine or 10 months in arrears prior to, and over and above, any of the amounts that might be involved.

Ms. Gigantes: I am sure of that.

Hon. Mr. Rhodes: Well, make sure. I would be very happy to see those particular items and if they are what you say they are, perhaps we can rectify that problem. But don't bring me someone with a history of non-payment of rent that goes back for a number of years and try to pluck the strings of the harp, because I am very familiar with many of those particular cases. I will be pleased to see them if you have them.

Ms. Gigantes: I will also bring you the names of people in their early 60s who came to my office in tears because they had never received such insulting notices as the notices they got demanding the rebates, who felt as if they were being accused of having robbed the Ottawa Housing Authority.

Hon. Mr. Rhodes: Ah. Let me ask you, are these OHC tenants or tenants of the Ottawa Housing Authority?

Ms. Gigantes: They're Ottawa Housing Authority tenants.

Hon. Mr. Rhodes: All right. They're not OHC tenants.

Ms. Gigantes: We're going to have that kind of problem as long as you don't insist that the local housing authorities have tenant representation on them. We are just not getting that, in spite of all the promises we heard from you a year ago on this subject. We are just not getting tenant representatives on those authorities. The authorities are meeting in secret; there is just no facility for tenants' associations to exercise any positive input to the administration of those local housing authorities. That is, in my mind, a really negative policy on the part of the Ministry of Housing of Ontario. If the Minister of Housing simply required of each local housing authority that there be tenant representation on those authorities, we wouldn't get old people breaking down and crying in my office. That's unnecessary.

Hon. Mr. Rhodes: If someone has received that type of notice I don't necessarily agree that they should be receiving an insulting or that type of notice. I would hope that that wouldn't happen.

Ms. Gigantes: It will continue to happen as long as there is no ability of tenants' associations to have—

Hon. Mr. Rhodes: I don't buy that.

Ms. Gigantes: —positive input into the administration of local housing authorities.

Hon. Mr. Rhodes: I have said before, and I will say again, that I am prepared to see tenants appointed to housing authorities. I'm not going to make it a requirement—

Ms. Gigantes: You're making a mistake.

Hon. Mr. Rhodes: That's your opinion and I think you're making a mistake in suggesting that there should be a tenant on every housing authority just because he's a tenant.

Ms. Gigantes: Not one, several.

Hon. Mr. Rhodes: No, Ms. Gigantes, we have a great disagreement in that area. I think if a tenant can be appointed to the housing authority, the fact he's a tenant should not bar him from being a member but the fact that he's a tenant should not mean he's automatically eligible to be a member, no—any more than I think every housing authority should have a lawyer or have a doctor or have an engineer. No.

Ms. Gigantes: Doctors, lawyers and engineers, I'd agree with you. As long as you

pursue your hand-off policy you're going to have confrontation between tenants and local housing authorities which is unnecessary.

Hon. Mr. Rhodes: And which, I point out to you very vividly, is not as great as you would like to have everyone believe it is. There is not the confrontation that you suggest there is. It just doesn't occur. There are many housing authorities in this province that get along extremely well with their tenants—where the tenants are quite content with the way the projects are being managed.

I have sent letters to every housing authority suggesting to them we should have open meetings. I have received letters back from most of them at which time they have said, "Our meetings, for all intents and purposes, are open."

Ms. Gigantes: That may be true.

Hon. Mr. Rhodes: No one attends.

Ms. Gigantes: Especially in smaller communities. You probably are correct.

Hon. Mr. Rhodes: You have a tenant representative in Ottawa on the OHC.

Ms. Gigantes: That tenants' representative, when she was appointed, was told specifically that she was not there as a tenants' representative—that she had no right to report back to the tenants' association of which she had been an executive member on the discussions that she was taking part in, in a closed meeting in the Ottawa Housing Authority. She, herself, has expressed publicly to the municipal council, to her own association and to everybody else who wants to listen, her real dissatisfaction with the position she's been put in. She supports a proposal that has come out of—perhaps she feels she has more to contribute as a tenant and as an ex-member of the executive of the Public Housing Tenants' Council in Ottawa, than the lawyers, engineers or whoever, doctors, who are on that housing authority.

Hon. Mr. Rhodes: I just do not accept the criticism that there's great confrontation between the housing authorities and the tenants. If that was so, then I think I'd be snowed under with the sort of thing you're talking about. The only time, frankly, that I hear about it is from yourself and from Mr. Cassidy. Ottawa must be an atrocious place, because that's where it seems all the problems are.

Ms. Gigantes: Ottawa is a great place. Ottawa has a very progressive municipal

government. It also has, I think, the best public housing tenants' council of any area in the province of Ontario. One of the reasons you don't hear from them is that they've given up on you, Mr. Minister, to a large extent.

Hon. Mr. Rhodes: They have, eh? That's fine.

Ms. Gigantes: Yes, they have. I think I've got the answers to the policy questions involved there.

One thing you didn't answer was the intent of OHC to renegotiate the rent scales. What is the current position on that?

Mr. Riggs: Senior officials of OHC, headed by Mr. Beesley have had a number of meetings with FOTA. We also wrote to Central Mortgage and Housing Corporation, indicating to them some of the changes that we had suggested and which were also similar to FOTA but not to the extent that FOTA had requested from us. The reply that we received from Central Mortgage and Housing Corporation, was that they would not allow—at this time—any changes in the scale which would increase the subsidy. We've advised FOTA of that, and have indicated to them that we are prepared to take back to the provincial government and the federal government any changes in the scale that FOTA are prepared to recommend within the limits of our present subsidy in the province of Ontario. I believe negotiations are still under way to try to eliminate some of the inequities, some of the problems with inflation in terms of the reductions from income, which are \$900 for a working wife and things of that nature—

Ms. Gigantes: I'm sorry, I missed that last—

Mr. Riggs: Some of the reductions from gross income, which is a \$900 reduction off gross income for a working wife. This was one of the features that came about in the 1970 revisions from Mr. Andras. We believe there should be some changes in the scale, certainly to reflect some of the inflationary factors on those reductions; and we're prepared to make those recommendations if we can reach agreement with FOTA on those changes, taking into consideration there has to be some give and take. It can't all be an increase in the reductions—or the exemptions—without having some offset to insure that the subsidy doesn't increase above this year's maximum, which is about \$200 million.

Within that framework, I believe that Mr. Beesley and the president of FOTA are attempting to work out some compromises.

Ms. Gigantes: What does that mean in real terms? Are you talking about hydro payments—or what are you talking about?

Mr. Riggs: Hydro payments are an area that is being looked at by both parties. In most buildings, the hydro payment is covered within the rent scale and, as you undoubtedly know, we have a series of rent scales which we're trying to streamline. Some persons who live in single houses, semi-detached, pay their own fuel bills; we're looking at the amount of reduction from the scale that is an offset against what they actually pay. And yes, that's an area which we'd like to resolve as quickly as possible with FOTA so that we can bring forth the recommendations to CMHC and to the provincial government.

Ms. Gigantes: When do you—

Mr. Riggs: I think that decision rests as much with FOTA now as it rests with Mr. Beesley and his senior staff. So long as we're working within the present subsidy, we are prepared to see if we can find offsets against the changes which are being recommended. These are not major changes, because any major change—that is, going down to 15 per cent of adjusted gross income, which was one of the recommendations from FOTA—would almost double our subsidy. If that's the kind of approach that's necessary, the time element will be very long.

Talking about fuel costs, if we're talking about changes to reflect inflation on adjustments in what they call gross income, I think those items can probably be resolved with CMHC within a short period of time. But it's another thing if we're talking about a fundamental change in that scale, or if we're talking about a fundamental change in the percentage of rent to income. To give you an example, the city of Ottawa—and this is a problem that's been going on in Ottawa for five years—has a number of limited-dividend senior citizen housing projects.

As recent as last week, recognizing that the relationship of income to rent at 25 per cent for certain parts of our society is maybe low if you include heat, light and everything else, they've raised their scale to, I think, 30 per cent for the senior citizens in order to overcome a problem that has been developing in that city for five years, in terms of a deficit that is resulting in those units.

We think we can still live within our present scale, and we would hope that FOTA

and Mr. Beesley, the manager of Ontario Housing Corporation, can reach a number of decisions relating to those items that I think are of most concern to those who have to pay their own heat, a working wife or a mother-led family. The great proportion are not as much concerned about the percentage of rent to income, particularly if they are in

assisted housing, as they are about those items you have identified a few moments ago.

Mr. Chairman: I am sorry, but that's the end of the time for today. We meet tomorrow after orders of the day.

The committee adjourned at 12:30 p.m.

HOUSE ERRATUM

No.	Page	Column	Line
22	924	1	14

After line 14 insert:

For 1975 the number of acres requiring regeneration on Crown and patent lands was 240,000 acres; however, only 175,000 acres were regenerated. Again, 65,000 left un-reforested.

CONTENTS

Thursday, April 28, 1977

Ministry administration programme	R-43
Adjournment	R-85
Erratum: Correction to No. 22 House debates	R-85

SPEAKERS IN THIS ISSUE

Breagh, M. (Oshawa NDP)
Eaton, R. G. (Middlesex PC)
Ferrier, W. (Cochrane South NDP)
Gigantes, E. (Carleton East NDP)
Hall, R. (Lincoln L)
Johnson, J.; Chairman (Wellington-Dufferin-Peel PC)
Lane, J. (Algoma-Manitoulin PC)
Martel, E. W. (Sudbury East NDP)
Rhodes, Hon. J. R.; Minister of Housing (Sault Ste. Marie PC)
Riddell, J. (Huron-Middlesex L)

Ministry of Housing officials taking part:

Beesley, D. J., General Manager, Ontario Housing Corporation
Burkus, J., Executive Co-ordinator, Policy and Programme Development Secretariat
Crosbie, D. A., Deputy Minister
Davidson-Palmer, Mrs. J. A., Women Employees' Programme Co-ordinator
Farrow, G. M., Executive Director, Plans Administration Division
Riggs, R. W., Assistant Deputy Minister, Community Development

3 1761 1146641 5

QUO TANG
30125
MADE IN U.S.A.